

**Copeland LDF Progress**

**EXECUTIVE MEMBER:** Councillor George Clements

**LEAD OFFICER:** Julie Betteridge

**REPORT AUTHOR:** John Hughes

**PURPOSE OF REPORT:** To consider the following:

1. Core Strategy and Development Management Policies text and accompanying Topic Papers covering Housing and Employment Land
2. Initial informal stakeholder consultation for the Planning Contributions Framework SPD

**RECOMMENDATION:** Members are asked to consider all the Item 1 documentation and approve the Core Strategy and Development Management Policies text in the draft consolidated version prior to final approval at the next meeting on 26<sup>th</sup> January. Also to note the stakeholder consultation on the Planning Contributions Framework SPD which has commenced.

**1.0 CORE STRATEGY AND DEVELOPMENT MANAGEMENT POLICIES TEXT AND ACCOMPANYING TOPIC PAPERS COVERING HOUSING AND EMPLOYMENT LAND**

- 1.1 As Members are aware the policies that will form the Core Strategy and Development Management Policies DPD have been produced and presented to the LDF Working Party in a rolling programme along with the relevant supporting evidence base.
- 1.2 In order to allow Members to have a better understanding of how the final report will look and how the topics are dealt with in sequence the Working Party is being asked to “sign off” the basic text minus the Localities Chapter of the Core Strategy (which will be the subject of the next meeting on 26<sup>th</sup> January). There are two topic papers on employment and housing which explain the links between policy and the Evidence Base studies, especially the material

which has been produced for the Council by GVA which members discussed at the last meeting and these need to be approved also.

- 1.3 The documents can be found in Appendices 1 – 4. These versions do not include slight alterations/additions from Copeland officers in other sections of the Council. Time constraints between meetings have meant that these will be reported to the Working Party at the 19<sup>th</sup> January meeting.

## **2.0 INITIAL INFORMAL STAKEHOLDER CONSULTATION FOR THE PLANNING CONTRIBUTIONS FRAMEWORK SPD**

- 2.1 Following previous Working Party discussion on the scoping of the Planning Contributions Framework SPD a consultation paper has been sent out to all stakeholders as set out in Appendix 5. Members are asked to note the contents and a report on responses will be made in due course.

## **BACKGROUND PAPERS**

Projections Paper – Projecting Employment and Housing Change (GVA)

Employment Land Review Update (GVA)

Nuclear Topic Paper (SKM)

Viability Assessment Update (GVA)

Previously sent to members but copies otherwise available from the Planning Policy section

## **APPENDICES**

- |            |   |
|------------|---|
| Appendix 1 | Core Strategy text                                      |
| Appendix 2 | Development Management Policies text                    |
| Appendix 3 | Topic Paper 1: Economic Development Land Supply         |
| Appendix 4 | Topic Paper 2: Housing                                  |
| Appendix 5 | Proposed SPD on Developer Contributions: A Consultation |

# COPELAND LOCAL DEVELOPMENT FRAMEWORK PROPOSED SUPPLEMENTARY PLANNING DOCUMENT DEVELOPER CONTRIBUTIONS FOR INFRASTRUCTURE

## INITIAL CONSULTATION; a discussion note

### The role of developer contributions

Over recent decades, local planning authorities have increasingly sought contributions towards the meeting of local infrastructure needs, and developers have increasingly acquiesced in this. Following the Planning Act of 2008, the situation has been regularised in the form of the Community Infrastructure Levy, under which a compulsory charge can be imposed on a developer, based on the community's identified infrastructure shortfalls.

#### **Note on our definition of 'infrastructure'**

Infrastructure consists of the basic facilities, services, and installations needed to make Copeland work as a place to live, do business or visit.

It falls into three broad categories:

- (1) physical - such as roads and railways, drainage and energy supply systems - what many people would define as infrastructure;
- (2) community infrastructure – schools, libraries, community centres, leisure, cultural, health and police facilities;
- (3) green infrastructure – parks and public open space, and also anything that contributes to or maintains biodiversity.

However, the previous mechanism, provided by Section 106 of the Town and Country Planning Act 1990, remains available, not only for the provision of affordable housing, but in principle for most if not all of its previous uses. But there are now limitations.

As a result of the Planning Act 2008 and the subsequent Community Infrastructure Levy Regulations 2010, the use of planning obligations is more clearly legally defined than before. From 2014 it will not be possible to employ a fixed tariff of charges except by adopting a Community Infrastructure Levy. It will also not be possible to pool contributions collected under Section 106 from more than 5 developments. The tests which must be applied to obligations will be that the contribution sought must be

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development.

***The Council does not at present propose to introduce a Community Infrastructure Levy.*** This is for two reasons. Firstly, market conditions currently, and particularly in Copeland, mean that the viability of development is fragile and highly variable across the Borough. Secondly, the Council believes that it would make sense to have a unified levy across West Cumbria, and Allerdale's Core Strategy – without which this cannot be done – is at an earlier stage of production. The position on CIL is therefore likely to be reviewed in two to three years' time.

Copeland proposes, at least in the short term, to continue using Section 106, as permitted by the 2010 Regulations, to negotiate planning obligations covering not only affordable housing, but other developer contributions to the Borough's infrastructure.

The Supplementary Planning Document now proposed will act as a guide to that. It will be underpinned by the Core Strategy now emerging (proposed Policy ST4).

#### **Core Strategy policy ST4**

The Core Strategy is currently being finalised, following public consultation in 2009 and 2010, for publication in spring 2012 and submission to the Secretary of State later in the year. As drafted, following amendments in response to comments received, it reads as follows.

#### **Policy ST4 –Providing Infrastructure**

- A** Development that generates a demand for physical, social or environmental infrastructure will be permitted if the relevant infrastructure is either already in place or there is a reliable mechanism in place to ensure that it will be provided when and where required.
- B** In the specific case of major development, particularly in the energy sector, where the Council is not the determining authority, we will work with developers, Government and the Infrastructure Planning Commission to agree packages of measures which ensure that such development contributes fully to the Borough's needs
- C** The Council will, until a Community Infrastructure Levy is adopted, apply the following principles in securing developer contributions:
- i) Development proposals should provide, or contribute to the provision of facilities, infrastructure, services, and other environmental and social requirements either on or off site, as is reasonable and necessary to support and mitigate the impact of the development
  - ii) The nature and scale of any planning requirements sought for this purpose should be related to the type of development, its potential impact upon the surrounding area and, in the case of residential proposals, the need for developer contributions to the provision of affordable housing (see Policy SS3)
  - iii) Contributions for the initial running costs of services and facilities to secure their medium and long-term viability will be agreed through appropriate conditions or obligations, where such costs cannot be sustained in the short term
- D** The Council will expect utility and other infrastructure providers to rectify as soon as possible any network shortcomings which risk preventing or delaying development.
- E** A Supplementary Planning Document on Developer Contributions for Infrastructure will set out the appropriate range and level of contributions, and matters for which they will be sought. This, supported by data from the Infrastructure Plan, may form the basis for a future Community Infrastructure Levy.

#### **The infrastructure deficit and emerging priorities**

An Infrastructure Deficit Report was researched in 2010 and finalised in March 2011. It will shortly be available on the Council's web site.

Based on this, a Strategy for Infrastructure has been produced to support the Local Development Framework. It identifies key elements of the 'infrastructure gap' as follows.

- Transportation – especially key parts of the road network; also the capacity and attractiveness of the railway.
- Recreation, including playing fields and 'hard' provision.
- Open space, mainly informal spaces and 'green infrastructure'.
- Social/community facilities, including school places, with many of Copeland's schools expected to reach capacity in the next few years, and community halls.

These elements are not prioritised, as the relative importance of each will vary according to the location and character of individual developments, as will their relevance according to the Circular 05/2005 criteria.

The Strategy has informed the perspectives of the Core Strategy and is also an important input to the SPD. It does not impose priorities. Any priorities adopted in the securing of infrastructure through planning obligations will be developed in the light of responses received during public consultation and involvement, of which this note is a first step.

The provision of affordable housing to meet the community's needs is an additional, pressing priority across the Borough. It is proposed that this be dealt with separately, and infrastructure contributions will be negotiated additionally to, not instead of, quotas of affordable housing in developments involving the provision of dwellings. As with the contributions dealt with in this SPD, evidence regarding the viability of the development will be considered by the Council.

### **Proposed production schedule for the Supplementary Planning Document**

The main priority for the Planning Policy team in 2012 is the publication, submission and examination of the Core Strategy.

The Council wishes to publish a draft of the SPD before the Core Strategy is submitted for public examination – that is, in the **summer of 2012**.

Comments on the draft will then be taken into account alongside representations made regarding the Core Strategy – during **autumn 2012**.

We will then consider any relevant points arising from the Inspector's Report on the Core Strategy, leading to finalising and adopting the SPD in **spring 2013**.

*(Adoption may be delayed if any changes to the Core Strategy lead to changes in the SPD needing consultation.)*

#### **Your response**

We would be grateful if you would complete and return the attached questionnaire. Any other comments are welcome and should be returned to the address given at the end of the questionnaire.

**Please respond by February 24 2012.**



**COPELAND LOCAL DEVELOPMENT FRAMEWORK  
QUESTIONNAIRE ON DEVELOPER CONTRIBUTIONS FOR INFRASTRUCTURE**

Name .....

Organisation .....

Address .....

.....

Telephone ..... E-mail .....

***NB. Please let us have your views 'in principle' rather than from any specialist perspective.  
The Council will not try to seek contributions not relevant to a development (for instance,  
we would not normally expect a retail developer to fund school places).***

**1. Please rank the following potential candidates for developer contributions according to your view of their importance (with 1 being the highest) -**

Road improvements	....	Social/community facilities	.....
Public transport	.....	School places	.....
Recreation	.....	Affordable housing	.....
Open space	.....	Training/skills development	.....

**2. How appropriate do you consider it for the Council to ask for funding for the following?**

	<i>Appropriate</i>	<i>Might be appropriate</i>	<i>Inappropriate</i>
Roads (off site)			
Public transport			
Recreation/sports facilities			
Open space and 'green infrastructure'			
Community facilities such as village halls			
School places			
Affordable housing as part of the development			
Affordable housing contribution met off-site			
Training/skills development			

Other (identify)			
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**4. Should the proceeds raised by developer contributions be spent ...**

locally to the development;	....
on priorities identified borough-wide (subject to the tests)	....
on a mixture of the two	....

**5. Do you support in principle (and subject to a viability test) the imposition of a standard levy per dwelling or per unit of floorspace, using the Community Infrastructure Levy?**

Yes	....	No	....
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**Comments on any of the questions or the accompanying Discussion Note**

*(Please continue on a separate sheet if necessary, or e-mail additional comments to the address below)*

<b>Might you be willing to take part in a seminar to discuss these issues?</b>	Yes	....
	No	....

Please return to

**Chris Bamber**  
**Planning Policy Team**  
**Copeland Borough Council**  
**Copeland House, Catherine Street**  
**Whitehaven**  
**Cumbria CA28 7SJ**

or scan and e-mail to  
**chris.bamber@copeland.gov.uk**

*(electronic copy of questionnaire  
will be supplied on request)*





**COPELAND LOCAL DEVELOPMENT FRAMEWORK**

# **CORE STRATEGY**

**COMPOSITE DRAFT  
FOR LDF WORKING PARTY  
JANUARY 2012**

## CONTENTS

## **LIST OF POLICIES**

# **1 INTRODUCTION**

## **1.1**

### **1.1.1**

## **2 Spatial Portrait for Copeland**

### **Context and Background**

- 2.1.1 Copeland is on the west coast of Cumbria. It extends over 737km<sup>2</sup> and has a population of about 69,700. The population of the Borough is expected to increase over the next 20 – 25 years, and the age structure is projected to change with fewer people in younger age groups and increasing numbers of people aged over 60.
- 2.1.2 It is a predominantly rural borough, much of which falls within the Lake District National Park. The Local Development Framework area has around 47 km of coastline, and this contrasts dramatically with the high fells of the Lake District further inland. The main towns and settlements are located predominantly to the north and west of the Borough, with the exception of Millom, which lies at the southernmost point, on the Duddon estuary.

### **Economic Opportunity and Regeneration**

- 2.1.3 The traditional industries which drove the growth of the main settlements declined during the 20<sup>th</sup> century, but the nuclear sector became established in the 1950s with the development of the Sellafield complex. Today around 12,500 (about 40% of all employees in Copeland) work at the plant (one of the highest proportions of people employed in knowledge based industry in the country) but this is set to decline as decommissioning is progressed. The site is also host to over 60% of the UK's nuclear waste; decisions are needed to deal with this legacy and to consider the implications of a proposal for a new nuclear power station adjacent to the site. The Britain's Energy Coast West Cumbria (or BECWC) initiative aims to build on Copeland's nuclear and engineering strengths and to create further knowledge and energy based opportunities, as well as to diversify the economic base.
- 2.1.4 Elsewhere, the agricultural sector remains an important contributor to the local economy, maintaining the countryside and landscapes valued and enjoyed by residents and visitors alike. New approaches to development in rural areas are needed to support farm enterprises and other rural businesses. Tourism is an important opportunity, especially given the overlap with the Lake District National Park and the presence of the Coast to Coast footpath and C2C cycle path. There is potential to grow this sector from the current 1.8 million visitors a year and £95 million expenditure by 5% pa. This will require new and improved attractions, facilities and accommodation throughout the Borough.

### **Sustainable Settlements**

- 2.1.5 The Borough's largest settlements are clustered mainly towards the north. They include the principal town of Whitehaven, a historic port with an industrial past, and the towns of Egremont and Cleator Moor which developed as a result of coal, iron ore and limestone mining. Millom lies to the south of the Borough, and grew up around the iron ore and steel industry. The rest of the Borough is largely rural.

- 2.1.6 Although the housing market is considered to be broadly in balance, there are gaps in provision, including detached properties across the Borough and particularly in Whitehaven, semi-detached properties in Millom and bungalows in the Whitehaven and West Lakes areas. There is a need to target new development to existing centres as the most sustainable locations and to support population and economic growth. In areas in and close to the Lake District National Park, residents face the challenge of a lack of affordable housing as a result of high demand for retirement and second homes.
- 2.1.7 Copeland has economic and social problems similar to those associated with much larger urban areas. Some communities are amongst the most disadvantaged in the country, with pockets of deprivation in health, employment, income, access to housing and other services.

### **Accessibility and Transport**

- 2.1.8 Copeland is a relatively remote part of the North West, and the mountains and lakes of the Lake District form a natural barrier to communication, migration and investment. Key routes into the Borough are indirect; the A595 connects with the A66 and M6 North to Carlisle and Penrith, and the circuitous Cumbrian coastal route connects to the M6 to the South. The Cumbrian coastal railway connects to services on the West Coast mainline but trains run infrequently, and off peak services are very poor.

### **Environmental Protection and Enhancement**

- 2.1.9 Copeland has a range of distinctive landscapes which require special protection, from shingle beaches, sand dunes, high cliffs and tidal estuaries along the coastal fringe to the high mountains and deep lakes of the Western Lake District. The area hosts a large number of SSSIs as well as SACs, Ramsar sites and areas of county and local significance for wildlife. Some areas are at particular risk of coastal, fluvial and surface water flooding and there is a need to ensure that new development does not contribute to increased surface water runoff, and to locate and design development to ameliorate the impacts of flooding on people and property when it does occur.
- 2.1.10 Much of Copeland's built heritage is of significant historic interest, and the Borough has Conservation Areas in Whitehaven, Cleator Moor, Egremont, Beckermeth and Millom, as well as many Listed Buildings and a number of scheduled ancient monuments. The Georgian town centre and harbour area of Whitehaven are considered to be of national significance and offer major opportunities for heritage led regeneration based around tourism and the consolidation of independent, niche retailing and service industries set within an attractive historic environment.

## 3 Setting the Strategy

### 3.1 Context

3.1.1 Copeland is on the west coast of Cumbria and is a predominantly rural Borough, much of its area falling within the separate planning jurisdiction of the Lake District National Park.

3.1.2 From a strategic planning point of view Copeland's main characteristics are:

a population which stabilised in the last decade after declining;

a legacy of decline of traditional industries in the north and south, with rural areas between;

correspondingly, a need for regeneration and better quality housing in the northern settlements, and Millom in the south, whilst in rural areas housing affordability is a challenge;

relative remoteness from main national transport routes, and accessibility within the Borough compromised by limited road and rail capacity;

major assets in the nuclear industry, its skill base and economic potential, along with the Borough's outstanding coastal and mountain landscape with its potential for tourism development.

### 3.2 The Sustainable Community Strategy

3.2.1 The Copeland Partnership Plan looks forward to 2027. It has four overarching aims, set out as follows.

<b>Raise people's aspirations</b>	Health and well-being Life chances and aspiration
<b>Sustain and develop Copeland as a quality place</b>	Housing and neighbourhood Access to facilities and services
<b>Build on Copeland's prosperity</b>	Local economy Poverty and exclusion
<b>Work in partnership across Copeland</b>	Local/community planning Improving joint working

3.2.2 In essence, the Core Strategy addresses the first two of these aims; progress towards the third will flow from action on the ground fulfilling the first and second.

3.2.3 Core Strategy policies have been linked to those themes which are capable of being realised 'on the ground', namely the first three themes. The Core Strategy addresses the following Sustainable Community Strategy priorities.

**People's aspirations** – enabling people to access the housing they need; promoting healthy living;



**Quality place** – facilitating the right housing offer to support growth and sustainability; settlement-based development to keep existing businesses and residents and attract new; distinctive local landscapes with biodiversity conserved and enhanced; making towns and villages where people want to live;

**Building prosperity** – settlement-focused development; diversifying the economy by playing to Copeland's strengths; maintaining and building on local businesses and jobs; centres of excellence for developing technology and job opportunities; stronger connectivity.

### 3.3 Drivers of Change and the Growth Agenda

3.3.1 Along with the aspirations of the Sustainable Community Strategy, certain forces or 'drivers of change' have influenced the development of a Spatial Vision for Copeland. The principal ones are:

Climate change and the drive for greater sustainability

The 'Energy Coast' concept and economic growth

Household change and housing growth

Change in the Nuclear industry

#### Climate and Sustainability

3.3.2 The most important environmental issue shaping our future - in Copeland as in the country as a whole - is climate change, which will result in changes to our natural environment, and hence our future prosperity and social cohesion. Flooding, coastal protection, building design, energy generation, water supply and biodiversity are all issues where the decisions we take about development planning will affect how we respond to climate change.

3.3.3 Climate change is also linked into the wider issue of sustainability. Since the mid-1990s, sustainability and development have become increasingly integrated. There has been a consistent thrust, largely irrespective of political party, towards urban concentration rather than sprawl, prioritising the use of brownfield land over greenfield sites, locating the more intensive activities near hubs of public transport, and an insistence on quality of development in both town and country. This is broadening out further towards the use of sustainable building materials in development, alongside new and tougher targets for energy efficiency and for generating renewable energy. Where development is located, and how efficiently it uses energy and land, are things that the planning system - including the Core Strategy - can influence.

3.3.4 Other important issues which are relevant to sustainability are the conservation of natural features such as biodiversity, geology, natural habitats and landscapes. We also need to consider access to the open countryside, and how to deal with the negative impacts of development on the natural environment. These are of course 'national' issues too, in

Copeland, in that over half the Borough forms part of one of the UK's most celebrated National Parks.

### **The 'Energy Coast' and economic change**

- 3.3.5 There is a strong connection in Copeland - stronger than in most places - between the issue of climate change and the issue of economic change. This reflects the importance of the energy sector in the local economy; and its potential to respond to climate change and a low-carbon strategy. The 'Britain's Energy Coast' Master Plan sets out how Copeland and Allerdale could take advantage of the potential of nuclear, wind, and water energy to become a very important player in this strategy.
- 3.3.6 It is a strategy both for energy generation and for economic growth. The energy sector is clearly the key driver in economic terms, and is likely to become more so. Sellafield's 10,000 workers - the great majority of them West Cumbria residents - are predominant in an economy with about 66,500 jobs (Copeland and Allerdale Boroughs). Projections carried out in the 'West Cumbria Economic Blueprint' analyses, updating the earlier Energy Coast Master Plan, start from a baseline of predicted long-term job contraction at Sellafield, and also assess the possibilities deriving from the proposed power station adjoining the Sellafield site, plus other nuclear-related development possibilities. These scenarios range from a predicted net job loss in Copeland of 3,000 during the plan period, to a gain of 2,000.
- 3.3.7 The Council's view is that we should "plan for success", in the sense of making plans which allow for the growth potential of the 'Energy Coast' to be realised. The Core Strategy' policies for economic development reflect this. Whilst the most optimistic numbers may not be reached, it is clearly sensible to plan to allow for a future where the new potential employment replaces that which is inevitably going to go from manufacturing - so leaving us with at least as many jobs as today, but with substantial economic growth as well. This rationale is analysed in more detail in the Economic Development topic paper.

### **Household change and housing growth**

- 3.3.8 Another key 'driver' is change in household and population. The economic growth of course has implications for housing needs and the supporting infrastructure of community services, transport and so on. But a future Copeland with about the same number of jobs as today will nonetheless need more homes and services, because of other changes in society, such as falling average household size, and rising expectations.
- 3.3.9 Analyses from Cumbria Vision and the County Council suggest that the 'jobs driver' of growth in households and population is only part of the story: about half the requirement is accounted for by the population and household growth which is expected to occur almost irrespective of the economic / employment scenario chosen.
- 3.3.10 Much of the growing need will come from demographic change: that is, change in population characteristics. In particular, people are living longer,

and they are living on their own more and for longer. Cumbria County Council's population scenarios suggest that Copeland's population could grow by some 5,000 (about 7%) over the next 25 years - but within that, the oldest two groups (over-60s) would be growing by over 80%, whilst the numbers in the middle age-groups (30-59) could be falling by some 18%. Combined with people's lifestyle changes, this indicates that - as with the rest of the country - the average size of households could be falling: in Copeland's case from about 2.2 people per household to 2.08 over the next decade, and possibly even lower beyond that. So, it is likely that much of the additional housing requirement will occur however the economy performs.

- 3.3.11 'Blueprint'-related scenarios, matching demographic projections to employment change possibilities, suggest a total housing demand varying from 109 to 161 dwellings per year.
- 3.3.12 The Council's view is that these projections, which are broken down from calculations made for West Cumbria as a whole, are based on unduly pessimistic assumptions regarding the share of housing demand arising in Copeland. The Council believes that it is more sensible to start from what the market has proved itself capable of producing - upwards of 200 dwellings per annum (and consistent with Office for National Statistics household formation projections of 230 per year). This compares with a recent annual rate, including the 'credit crunch' and its aftermath, of 192. An aspirational figure of 300 dwellings per year is also allowed for, to cater for the 'nuclear investment' scenario. The Strategic Housing Land Availability Assessment demonstrates that there is enough land to satisfy the higher figure, assuming, as could be expected in that scenario, that there is some 'market uplift'.
- 3.3.13 The rationale for this level of allocation is developed in Chapter 5 and the Housing Topic Paper summarises the evidence base.

#### **Change in the Nuclear Industry**

- 3.3.14 The fourth major driver is the nuclear sector development. Sellafield is one of the locations selected by the Government for a new nuclear power station. Additionally, the Borough has expressed an interest in hosting a long-term High Level Waste Repository. Decisions on such matters are some way off and will be taken on grounds of national policy by the Infrastructure Planning Commission rather than the Council.
- 3.3.15 The development of any of these types of facilities would have a major effect on general development pressures in surrounding settlements and local infrastructure. The Council is keen to ensure that any impacts arising from these schemes are addressed adequately by their developers. The aim is that the outcomes of this process should be positive and should benefit residents and businesses, including with improved infrastructure.

## Note on the North West Regional Spatial Strategy (RSS)

- 3.3.16 Although the Government has signalled its intention to revoke the Regional Spatial Strategy, the Borough Council is mindful of the judgement in *Cala Homes (South) Ltd v Secretary of State for Communities and Local Government (No. 2)* that it remains unlawful for the Local Development Framework not to have regard to the RSS.
- 3.3.17 The foundations of the production of this Core Strategy have been based on conformity with the North West RSS, the Borough Council being satisfied that what RSS proposed was appropriate for Copeland. We are additionally satisfied that the Core Strategy is based on robust evidence that it responds adequately and effectively to the Borough's needs and aspirations, independently of what the RSS prescribed. The main text of the Core Strategy is self-justifying and does not refer to RSS; but Annex n. contains an analysis of how this strategy conforms to it.

## The Vision for Copeland

- 3.3.18 We have developed an exciting vision for the Borough to 2027 which clearly defines and reflects the priorities and key 'drivers for change' likely to shape the future of Copeland.

**By 2027, Copeland will be an economically and socially sustainable, well-connected and environmentally responsible place of choice.**

***Economically sustainable:*** a place that boasts prosperous towns and vibrant villages, a highly-skilled workforce and a varied and sustainable economic base that builds on opportunities, including those presented by the low-carbon and renewable energy sectors, knowledge-based industries and tourist attractions;

***Socially sustainable:*** a place that meets the needs of the whole community, where geography is not a barrier to achievement, and where housing quality and availability, social infrastructure, health and well-being, equality and social mobility are improved.

***Well-connected:*** a place that has enhanced transport networks providing improved access to sustainable modes of transport, both within and between its key settlements and out towards neighbouring areas;

***Environmentally responsible:*** a place that adapts to climate change and minimises its carbon footprint, makes the most of its unique coastal location and abundant natural resources whilst protecting and enhancing its green infrastructure, landscapes, heritage and biodiversity.

## **Objectives for Economic Opportunity and Regeneration**

- 3.3.19 These objectives cover growth and diversification of the local economy, generating good employment opportunities, improving education and skill levels in the borough, increasing revenue from tourism, and responding to the decommissioning of Sellafield.

### **Strategic Objective 1**

*Support future renewable and low carbon energy generating capacity in Copeland in line with Britain's Energy Coast: A Masterplan for West Cumbria.*

### **Strategic Objective 2**

*Promote the diversification of the borough's rural and urban economic base to enable a prosperous mixed economy, including creative and knowledge based industries, specialist engineering and the energy sector, building on Copeland's nuclear skills base, and tourism, exploiting heritage, the potential of the unspoiled coast and the quiet of the western lakes.*

### **Strategic Objective 3**

*Provide a wide range of modern, high-quality employment sites and premises and promote the creation of a high-end knowledge based employment cluster at West Lakes Science and Technology Park.*

### **Strategic Objective 4**

*Promote the vitality and viability of town and local centres, taking advantage of the built heritage that exists in Copeland's towns and villages (notably Whitehaven and Egremont) to enhance the shopping experience for residents and visitors.*

### **Strategic Objective 5**

*Support the Nuclear Skills Academy, higher education at Westlakes, and the borough's other educational establishments in improving educational attainment and skills to meet business needs.*

## **Objectives for Sustainable Settlements**

- 3.3.20 These objectives relate to the quality of life for local people, and to ensuring that settlements meet the needs of all: in terms of access to housing, community services and facilities, leisure, sport and employment.

### **Strategic Objective 6**

*Focus major development in Whitehaven, and encourage complementary and additional development in Cleator Moor, Millom and Egremont and in local centres where opportunities exist, in line with strategic infrastructure provision.*

### **Strategic Objective 7**

*Enable a 'balanced housing market' ensuring that all housing is of good quality, affordable, responds to differing needs from deprived industrial communities to the more prosperous rural areas, and is provided in places where people want to live.*

### **Strategic Objective 8**

*Ensure that settlements are sustainable and meet the range of needs of their communities by, as far as possible, protecting the facilities that are already present (including green infrastructure) and supporting appropriate new provision, especially in Millom which is the main settlement serving the more remote locality of South Copeland .*

### **Strategic Objective 9**

*Ensure that all new development meets high standards in terms of sustainable design and construction, energy efficiency, provision for biodiversity, safety, security and accessibility, relates well to existing development, enhances the public realm and develops quality places reflecting their distinctive west and south west Cumbrian character.*

### **Strategic Objective 10**

*Support the increased sustainability of communities in rural environments varying from former mining settlements in the north and south, to the villages of mid Copeland.*

## **Objectives for Accessibility and Transport**

- 3.3.21 These objectives relate to accessibility to services, reducing the impacts of journeys on the environment and ensuring that transport networks address the geographical constraints in terms of moving around the Borough, and also in terms of accessing the Borough from beyond its boundaries.

### **Strategic Objective 11**

*Reduce the need to travel by supporting improved telephone and rural broadband access.*

### **Strategic Objective 12**

*Improve access to employment, services, education/training facilities and the leisure opportunities of the coast and Lakeland fringe, by foot, cycle and public transport.*

### **Strategic Objective 13**

*Develop and maintain safe, efficient, high quality, modern and integrated transport networks with good internal links and connections to key routes, including the West Coast Main Line via both Carlisle and Barrow, and the M6 via both the A66 and A590.*

## **Objectives for Environmental Protection and Enhancement**

- 3.3.22 These objectives relate to the natural and historic assets of Copeland; to the need to ensure that they are protected and enhanced; and to ensure that local development acknowledges global imperatives.

### **Strategic Objective 14**

*Adapt to the impacts of climate change by minimising development in flood risk areas and by improving the extent of tree cover and connectivity of wildlife corridors.*

### **Strategic Objective 15**

*Promote recycling and waste minimisation.*

### **Strategic Objective 16**

*Conserve and enhance all landscapes in the borough, with added protection given to the designated St Bees Heritage Coast site.*

### **Strategic Objective 17**

*Protect and enhance the many places and buildings of historical, cultural and archaeological importance and their settings.*

### **Strategic Objective 18**

*Improve green infrastructure and protect and enhance the rich biodiversity and geodiversity both within and outside of the borough's many nationally and internationally designated sites, ensuring that habitats are extended, connected by effective wildlife corridors and that lost habitats are restored.*

### **Strategic Objective 19**

*Safeguard and where possible enhance the natural (including mineral & soil) resources in the borough and, in addition, address the impacts of mining, iron working, nuclear energy and other former land uses.*

### **Strategic Objective 20**

*Facilitate the best use of land i.e. prioritise previously developed land for development (where this does not threaten valued biodiversity features) and secure an appropriate density of development on any given site.*

## **3.4 Principles for Development**

- 3.4.1 The whole development strategy must be informed and underpinned by principles which move the borough towards greater sustainability in environmental, economic and social terms.

### ***Preferred Options Policy ST1 – Strategic Development Principles***

**The Strategic Development Principles that inform and underpin the borough's planning policies are:**

#### **A Economic & Social Sustainability**

- i) Support the development of energy infrastructure, related economic clusters, rural diversification and tourism in appropriate locations**
- ii) Support diversity in jobs, and investment in education and training which creates and attracts business**
- iii) Ensure development creates a residential offer which meets the needs and aspirations of the borough's housing markets**

- iv) Support development that provides or contributes to the Borough's social and community infrastructure enabling everyone to have good access to jobs, shops, services and recreational and sports facilities

## **B Environmental Sustainability**

- i) Encourage development that minimises carbon emissions, maximises energy efficiency and helps us to adapt to the effects of climate change
- ii) Focus development on sites that are at least risk from flooding and where development in areas of flood risk is unavoidable, ensure that the risk is minimised or mitigated through appropriate design
- iii) Protect, enhance and encourage the creation of new areas green infrastructure, recognising the important role that the natural environment and healthy ecosystems have to play in the future social and economic, as well as environmental sustainability of Copeland.
- iv) Reuse existing buildings and previously developed land wherever possible, directing development away from greenfield sites, where this is consistent with wider sustainability objectives
- v) Ensure that new development minimises waste and maximises opportunities for recycling
- vi) Minimise the need to travel, support the provision of sustainable transport infrastructure and measures that encourage its use
- vii) Prioritise development in the main towns where there is previously developed land and infrastructure capacity

## **C Protect, enhance and restore the borough's valued assets**

- i) Protect and enhance areas, sites, species and features of biodiversity value, landscapes and the undeveloped coast
- ii) Protect and enhance the borough's cultural and historic features and their settings
- iii) Provide and enhance recreational opportunities for the borough's residents and its visitors, protecting existing provision and ensuring that future development meets appropriate standards in terms of quantity and quality.
- iv) Manage development pressures to protect the borough's agricultural assets
- v) Support the reclamation and redevelopment or restoration of the borough's vacant or derelict sites, whilst taking account of landscape, biodiversity and historic environment objectives
- vi) Ensure development minimises air, ground and water pollution.



<b>D</b>	<b>Ensure the creation and retention of quality places</b>
<b>i)</b>	<b>Apply rigorous design standards that retain and enhance locally distinctive places, improve build quality and achieve efficient use of land</b>
<b>ii)</b>	<b>Ensure development provides or safeguards good levels of residential amenity and security</b>
<b>iii)</b>	<b>Accommodate traffic and access arrangements in ways that make it safe and convenient for pedestrians and cyclists to move around</b>
<b>iv)</b>	<b>Ensure new development addresses land contamination with appropriate remediation measures</b>

3.4.2 ST1 sets out the fundamental principles that will guide development management in the Borough, in a way that achieves the Objectives and ultimately the Vision set out in Chapter 2. All development proposals will be judged against these principles and the policies set out in this Core Strategy and the accompanying Development Management Policies DPD.

3.4.3 Most of these principles are a local expression of national policies that are a requirement on all planning authorities – particularly the key themes laid out in the Government’s planning policy statement on sustainable development (PPS1). The themed policies in later chapters of this document build on these principles and in doing so demonstrate how the Council intends to ensure that they are reflected in all development in Copeland during the plan period.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)

PPS6: Planning & Town Centres (2005) (Should be PPS4?)

North West Regional Spatial Strategy (RSS) Policies DP4 and EM2 (2008)

Copeland Local Plan Policies DEV1, DEV4, 5 & 6 and ENV17-22 (2006)

## **3.5 Spatial Development Strategy**

3.5.1 The spatial development strategy will be crucial in guiding the Borough’s planning up to 2027. The strategy seeks to direct development to the most sustainable locations – the main settlements - whilst indicating the scale of development that will be encouraged in other areas of the Borough.

## ***Policy ST2 – Spatial Development Strategy***

**Development in the Borough should be distributed in accordance with the following principles:**

- A**      **Growth providing for and facilitating growth in the local economy, particularly in the energy sector, accompanied by net growth in jobs and an associated increase in demand for housing and services**
- B**      **Concentration: development will be located in the Borough's settlements at an appropriate scale, within defined settlement boundaries, in accordance with the Borough's preferred settlement hierarchy as set out in Figure 3.1:**
  - i)      Focussing the largest scale development and regeneration on Whitehaven and the important development opportunities there**
  - ii)     Supporting moderate levels of development reflecting the respective scale and functions of the smaller towns (Cleator Moor, Egremont and Millom), and contributing to the regeneration of the town centres**
  - iii)    Permitting appropriately scaled development in defined Local Centres which helps to sustain services and facilities for local communities**
- C**      **Restricting development outside the defined settlement boundaries to that which has a proven requirement for such a location, including:**
  - i)      Energy - nuclear: support for the development of new nuclear generating capacity at Sellafield, and a willingness to discuss a potential Geological Disposal Facility for higher level radioactive waste in the Borough**
  - ii)     Energy - renewable: support for renewable energy generating capacity at sites which best maximise renewable resources and which minimise environmental and amenity impacts**
  - iii)    Essential infrastructure to support energy development and other infrastructure that requires locating outside settlement limits**
  - iv)     Existing major employment locations, especially Westlakes Science and Technology Park, and the completion of defined allocated or safeguarded employment sites**
  - v)      Land uses characteristically located outside settlements, such as agriculture or forestry, farm diversification schemes or tourism activities requiring location in the countryside, or prisons**
  - vi)     Housing that meets proven specific and local needs including provision for agricultural workers, replacement dwellings, replacement of residential caravans, affordable housing and the conversion of rural buildings to residential use**

**D Proportions: the four towns are expected to accommodate approximately 80% of all (non-nuclear) development over the plan period.**

**Figure 3.1: Preferred Option Settlement Hierarchy**

	Type and Scale of Development		
Classification	Retail & Services	Employment	Housing
<b>Principal Town:</b> <b>Whitehaven</b>	Convenience goods, large supermarkets and comparison goods provision. Supporting a range of provision to meet the needs of Copeland and support Whitehaven's role as a tourist centre.	A range of employment types. Provide opportunities both for expansion and start-up, and encourage clusters of new business types. Support opportunities to improve and expand on the existing tourism offer in this area.	Allocations in the form of estate-scale development where appropriate and continuing initiatives for large scale housing renewal. This could involve extensions to the town's settlement boundary. Infill & windfall housing. Larger sites will require a proportion of affordable housing.
<b>Key Service Centre:</b> <b>Cleator Moor;</b> <b>Egremont &amp; Millom</b>	Range of comparison and convenience shopping. Emphasis will be on retention of existing provision. Mixed-use development will be supported in principle.	Small and medium enterprises will be encouraged to set up and grow. Provide opportunities for expansion and start up, with focus on linkages to nuclear sector, and tourism.	Moderate allocations in the form of extensions to the towns to meet general needs. Infill & windfall housing. Larger sites will require a proportion of affordable housing.
<b>Local Centre:</b> <b>Arlecdon/Rowrah;</b> <b>Beckermest;</b> <b>Bigrigg; Cleator;</b> <b>Distington;</b> <b>Frizington;</b> <b>Haverigg;</b> <b>Kirkland / Ennerdale Bridge;</b> <b>Lowca/Parton;</b> <b>Moor Row;</b> <b>Moresby Parks;</b> <b>Seascale; St Bees</b>	Convenience shopping to meet day-to-day needs, which could include farm shops or similar. Emphasis will be on retention of existing provision.	Emphasis will be on retention. Expansion potential may include tourism in some places, generally limited by environmental constraints. New provision most likely to be provided through conversion/ re-use of existing buildings or completion of sites already allocated.	Within the defined physical limits of development as appropriate. Possible small extension sites on the edges of settlements. Housing to meet general and local needs. Affordable housing and windfall sites.

	Type and Scale of Development		
Classification	Retail & Services	Employment	Housing
<b>Outside settlement boundaries:</b> <b>All other parts of the Borough, including small villages and settlements and open countryside</b>	Proposals involving small retail and service businesses appropriate to villages, and strengthening local community safety, will be considered sympathetically.	Employment predominantly linked to agriculture or forestry. Farm diversification schemes and tourism uses may be appropriate.	Development providing homes to meet the defined needs of the population, with need for rural / non-settlement location to be proven in each case (see 3.3.10-15)

3.5.2 The spatial strategy reflects the Council's determination to be ambitious in promoting higher levels of economic growth with supportive planning policies.

3.5.3 The distribution of development outlined here reflects the Council's vision and objectives as set out spatially in the Core Strategy. The strategy promotes growth in the main settlements and other key development locations, rather than spreading development more thinly, to maximise sustainable development and the competitiveness of Copeland as a whole.

3.5.4 Copeland will not flourish without thriving towns. This focusing of development is seen as the way that best exploits opportunities for regeneration, makes the best use of existing development and infrastructure in settlements, and gives opportunities for the enhancement of the quantity, quality and accessibility of new services and facilities. It also helps to promote a more sustainable form of development which can help reduce the need to travel. This accords with the strategic principle (see Policy ST1) of responding to and mitigating the effects of climate change.

3.5.5 **Excluding nuclear-related development at or adjacent to Sellafield (and any other appropriate and acceptable locations which may emerge in accordance with the Core Strategy), it is expected that development should be distributed broadly as follows:**

- Whitehaven – at least 45%
- Cleator Moor – at least 10%
- Egremont – at least 10%
- Millom – at least 10%
- Local Centres – not more than 20%

3.5.6 In recent years many of the smaller settlements in the Borough have grown rapidly. As well as increasing the risk that the character of some at least of these villages may be spoiled, it is arguable that such dispersal of developments is not in the interest of regeneration and

growth in the towns. With an overall strategy of increasing concentration rather than dispersal Whitehaven can accommodate at least half of all new (non-nuclear) development. The three other main towns in the Borough would account for at least 30% more between them, although specific attention will be given to the separate role and function of Millom in serving south Copeland.

- 3.5.7 At least half of new employment and commercial floorspace (excluding nuclear energy generation and waste management) should be in Whitehaven. (For the purposes of this calculation commercial and industrial development will be monitored in terms of site area and floorspace; and Westlakes Science Park is seen as being part of Whitehaven.) However, pursuit of that target will not be seen as a reason to restrict development above the targets in the other towns. If development in Whitehaven falls short of the target, the preferred adjustment will be to boost its attractiveness of Whitehaven, by greater promotion and facilitation of development there.

**Figure 3.2: Housing Numbers based on the preferred spread of development in the Borough**

		<b>Annual housing requirement based on</b>	
<b>Settlement</b>		<b>RSS</b>	<b>RSS plus 30%</b>
<b>Whitehaven (45%)</b>	At least	105	135
<b>Cleator Moor (10%)</b>		23	30
<b>Egremont (10%)</b>		23	30
<b>Millom —(10%)</b>		23	30
<b>Local Centres (20%)</b>	Not more than	45	60
<b>Total</b>		<b>230</b>	<b>299</b>

**Note:** figures may not exactly equal the total due to rounding.

- 3.5.8 An indication of what these preferred proportions would mean in terms of annual house building numbers for different settlements in the Borough is shown in Figure 3.2. These figures also show the range of growth the Local Development Framework will provide for. The figures for the towns are not ceilings. (It is recognised in particular that Egremont may have the potential to accommodate a larger share of house building, whilst in the short term the supply of quality land may be restricted in Cleator Moor and, to a lesser extent, Millom.) This will be assessed in the production of, and consultation about, the Site Allocations Plan, and also in the light of any needs that may arise as

proposals develop for a new nuclear power station at Moorside, adjacent to Sellafield.

- 3.5.9 It is not expected that the Local Centre villages will attract more than 20% of house building. If this proves to be the case, the Council will consider whether there is any detriment to the towns and consider action to redress the balance in favour of the towns. This will be considered further under detailed arrangements for the management of the housing and supply, in the Site Allocations Plan.
- 3.5.10 **Settlement boundaries:** These denote the existing and permissible built-up area of each town and local centre village. They thus indicate where development is encouraged (within the framework of Policy ST2 and Figure 3.2).
- 3.5.11 The Council will review these boundaries, the outcome to be subject to public consultation as part of the preparation of the Site Allocation Plan Development Plan Document. The review will take into consideration the following factors.
- This spatial strategy and other Core Strategy and Development Management policies.
  - The amount of land required to be allocated for development in order for the towns to be able to meet the targets set out in the Core Strategy.
  - Land next to settlements revealed in the Strategic Housing Land Availability Assessment (SHLAA) as being suitable for development, either now or in the future, to meet the demands of growth.
  - The need to ensure that development in Local Centre villages is at levels which do not damage the environment of those villages or compromise the prospects of the towns.
  - Other constraints such as the landscape, the natural environment, the historic environment, the legacy of former mineral working and the safeguarding of mineral resources.
- 3.5.12 At present the Council concludes that the following areas should be considered for boundary reviews: Whitehaven (north and south), Egremont (to the south and south west), Millom (to the south west) Cleator (north side), Moor Row (west and south), and small changes at Arlecdon, Beckermest, Bigrigg, Ennerdale Bridge and Seascale. The land which may be involved is identified in the SHLAA.
- 3.5.13 **Outside settlement boundaries:** in the countryside and small villages which do not have their own defined settlement limits, development will generally be resisted in principle, in accordance with national planning policy and the Council's intention to promote sustainable development in the most accessible settlements.
- 3.5.14 Exceptions would be considered
- where housing is required to respond to proven specific and local needs that may arise in settlements with non-defined boundaries (see Policy SS2 and Policy SS3); or

- for agricultural workers, where there is a proven specific need (see Policy SS3); or
- as a replacement of existing dwellings for which there is a specific and local needs (See Policy SS1); or
- as conversion of rural buildings to residential use (subject to Policy DM13), or
- in the case of replacement of residential caravans (subject to Policy DM19).

In all cases the Council would ensure that any development allowed in these circumstances is retained to meet local needs through appropriate occupancy restrictions secured by Section 106 agreements.

3.5.15 At the same time, it is recognised that over and above the general policy approach set out in the table at Figure 3.1 will be a category of proposals – such as the new power plant, or rural tourism - which will by their nature inevitably require a location outside the settlements. Some are in this category because they are “place-bound” - they can only function in these places; others because their characteristics make them unsuitable for an urban setting; and a few because they are needed to help local communities to function.

3.5.16 Activities of these kinds include:

- wind farms, which need clear and open settings
- those renewables which rely on a specific location (e.g. hydro, tidal)
- essential agricultural and forestry development
- countryside tourism
- affordable housing and local infrastructure
- development to complete existing major employment sites outwith the settlements
- prisons
- nuclear energy generation, treatment and storage

#### **Key Policy Context/Framework/References**

The settlement hierarchy has been based upon that prescribed in the following:

North West Regional Spatial Strategy (RSS) Policies RDF1, RDF2, DP2, CNL1 & CNL2 (2008)

Cumbria and the Lake District Joint Structure Plan Policy ST5 (2006)

Copeland Local Plan Policies Dev 1-5 & SVC12 (2006)

Strategic Housing Market Assessment 2009 (Whitehaven Housing Market Area): Cumbria Sub-Regional Housing Group

### 3.6 Strategic Priorities

- 3.6.1 The Local Development Framework, and the planning policies it will set out, is one of the important elements in implementing *Britain's Energy Coast: A Masterplan for West Cumbria* and releasing the economic potential of West Cumbria. This focus has resulted in a short list of locations being identified as strategic regeneration priorities for the Borough.

#### ***Policy ST3 – Strategic Development Priorities***

**In pursuit of economic regeneration and growth to fulfil strategic objectives for Copeland and West Cumbria, the following locations are priorities for development.**

- A The site adjacent to Sellafield selected in National Policy Statement 1-EN6 as the location for a nuclear power station.**
- B Regeneration sites in south and central Whitehaven – the town centre and harbourside, Pow Beck Valley, Coastal Fringe and the Woodhouse/Kells Housing Market Renewal Area**
- C Town centre renewal in Cleator Moor, Egremont and Millom**
- D The sites prioritised for development in the Energy Coast Master Plan (see Chapter 8: Localities for details)**

**Other sites that may emerge, which reflect the above priorities and/or other Core Strategy or agreed sub-regional growth objectives, will be similarly supported.**

- 3.6.2 This policy sets out the key locations that the Council sees as its strategic development priorities, the fulfilment of which is considered to be essential for realising the key objectives for growth and regeneration in the Borough. They reflect a range of influences; national (the National Policy Statement which is the basis for the proposed nuclear power station), locally determined (an expression of the priority given to the towns in Policy ST2) and sub-regional (the Energy Coast Master Plan).
- 3.6.3 Our emphasis on growth and regeneration does not mean that development will be directed exclusively to these priority locations. Development may also be accommodated on other sites consistent with the broader development strategy and settlement hierarchy in Policy ST2.
- 3.6.4 As the work on economic regeneration proceeds other sites may be identified for inclusion under this policy in the Core Strategy. This may involve proposals for energy production and associated works (renewables as well as nuclear) or for further diversification of the local



economy through knowledge transfer and other spin-offs from the energy industry or new sectors.

#### **Key Policy Context/Framework/References**

- PPS1: Delivering Sustainable Development (2005)
- PPG4: Industrial, commercial development and small firms (1992)
- PPS6: Planning for Town Centres (2005)
- North West Regional Spatial Strategy Policies EM16-17, W1-5, DP1-2 & RDF2 (2008)
- Britain's Energy Coast: A Masterplan for West Cumbria (2007)
- Whitehaven Town Centre and High Street Conservation Areas Character Appraisal (2009)
- West Cumbria Employment Land & Premises Study (2008)
- Copeland Local Plan Policies EMP 1, 5 & 7, TCN 12 & EGY 1-7 (2006)
- A Sea Change: Whitehaven Town Centre Development Framework (2006)

### **3.7 Providing Infrastructure**

#### ***Policy ST4 –Providing Infrastructure***

- A** Development that generates a demand for physical, social or environmental infrastructure will be permitted if the relevant infrastructure is either already in place or there is a reliable mechanism in place to ensure that it will be provided when and where required.
- B** In the specific case of major development, particularly in the energy sector, where the Council is not the determining authority, we will work with developers, Government and the Infrastructure Planning Commission to agree packages of measures which ensure that such development contributes fully to the Borough's needs
- C** The Council will, until a Community Infrastructure Levy is adopted, apply the following principles in securing developer contributions:
- i) Development proposals should provide, or contribute to the provision of facilities, infrastructure, services, and other environmental and social requirements either on or off site, as is reasonable and necessary to support and mitigate the impact of the development
  - ii) The nature and scale of any planning requirements sought for this purpose should be related to the type of development, its potential impact upon the surrounding area and, in the case of residential proposals, the need for developer contributions to the provision of affordable housing (see Policy SS3)

	iii)	<b>Contributions for the initial running costs of services and facilities to secure their medium and long-term viability will be agreed through appropriate conditions or obligations, where such costs cannot be sustained in the short term</b>
<b>D</b>		<b>The Council will expect utility and other infrastructure providers to rectify as soon as possible any network shortcomings which risk preventing or delaying development.</b>
<b>E</b>		<b>A Supplementary Planning Document on Developer Contributions for Infrastructure will set out the appropriate range and level of contributions, and matters for which they will be sought. This, supported by data from the Infrastructure Plan, may form the basis for a future Community Infrastructure Levy.</b>

3.7.1 Planning for the right infrastructure brings its own key challenges:

- How to **accommodate** growth - meeting the additional demand on existing infrastructure, services and facilities which development brings
- How to **assist** this growth - ensuring development improves existing infrastructure or puts in place new infrastructure to ensure sustainable communities
- How to **meet the costs** of sustaining the infrastructure provided, at least in the short term, until such infrastructure becomes viable or where such liabilities can be adopted as part of a formal agreement

3.7.2 An Infrastructure Plan has been prepared and is available as an Evidence Base document. This takes the conclusions of the Infrastructure Deficit report (also available in the evidence base) and sets out what is needed to fulfil Core Strategy objectives. Coupled with conditions on planning consents, Planning Obligations form a significant tool for ensuring that infrastructure is provided and adequately sustained to support new development. They can ensure that development is delivered with adequate infrastructure in place and also that any negative impacts of development can be mitigated.

3.7.3 Contributions may be either through on- or off-site provision of facilities, or through financial means, where this is more appropriate. Planning obligations (developer contributions) are normally secured under Section 106 of the Town & Country Planning Act 1990 (as amended). The Council will take care to strike the right balance between maximising community benefit and the risk of the development being inhibited by undue constraints on viability.

3.7.4 In some cases infrastructure that is provided will require running costs and / or maintenance which may be difficult to sustain in the short term without developer support. This might apply, for example, to the initial maintenance of new open space, or to support a bus service in a new development where the critical mass of passenger catchment is yet to be reached. In these types of cases an agreement on an appropriate level of contribution would be sought. Where a commitment is needed

in the longer term, for instance when related to biodiversity, a commuted sum may be sought for maintenance beyond the initial short term period.

- 3.7.5 Where strategic infrastructure investment is needed and developer contributions cannot realistically pay for it, the Council will work with providers to make sure that the provision required is given maximum priority in their investment programmes. This applies particularly to utilities. It is recognised that substantial transportation investment may require a longer time frame. In these cases the Council will work in partnership with developers and others to pursue external funding, or, where appropriate, to incorporate such investment in the plans of major infrastructure developers including the constructors of a new nuclear power station.
- 3.7.6 The development of major energy infrastructure, which is to be determined by the Government and the Infrastructure Planning Commission, will also have significant infrastructure implications on the Borough, particularly during the construction of new energy facilities and also to deal with the potential impacts of developments and their operation. The Council will seek to ensure that any such development will be necessary and carried out as far as practicable within the terms of Local Development Framework strategy and policies. We will work in partnership with the Government, Infrastructure Planning Commission or successor body, and the operators involved, to agree measures by which any development related to major new energy infrastructure benefits the Borough by contributing to its overall regeneration programme. We will also endeavour to ensure that major developers include in their plans any investment needed to minimise the impact of construction and completed development on the satisfactory operation of the Borough's transport and other infrastructure.
- 3.7.7 In the short to medium term we will continue the practice of negotiating planning obligations case by case. A Supplementary Planning Document on Planning Contributions is in preparation and will be adopted after Core Strategy adoption. It is intended that the Infrastructure Plan will provide a base not only for the SPD but also for the introduction of a Community Infrastructure Levy (CIL). The Council will not adopt a CIL unless it is satisfied that this can be done without compromising development viability, and will go through the due process of public consultation and independent examination.

#### **Key Policy Context/Framework/References**

- Planning for a Sustainable Future; White Paper (2007)
- PPS 12: Local Spatial Planning (2008)
- Circular 05/2005: Planning Obligations
- Copeland Local Plan Policy DEV 7 (2006)
- The Community Infrastructure Levy Regulations 2010 as amended in 2011.

## 4 Economic Opportunity and Regeneration

### 4.1 Introduction

4.1.1 Economic change will be the biggest driver of spatial and social change over the plan period. The Council cannot itself create economic development, but its planning policies can help to create the framework for, and can work alongside other measures to support the growth that Copeland needs.

4.1.2 The main groups of policies of this kind are in relation to:

- The Energy Coast
- Space for Economic Development
- Town Centres
- Tourism.

### 4.2 Planning for the Energy Coast

4.2.1 To reflect, support and fulfil the Energy Coast concept, the Core Strategy caters both for the nuclear industry (ER1), and renewable energy (ER2), along with the support and infrastructure requirements associated with them (ER3).

#### ***Policy ER1 – Planning for the Nuclear Sector***

**The Council will support the nuclear sector's contribution to low carbon energy production in the Borough as follows:**

- A Accept in principle major nuclear energy-related expansion, including new generating capacity, at the selected site immediately to the north of the Sellafield nuclear complex**
- B Work with partners to identify whether there is community support, for locating a nuclear repository for higher activity radioactive waste within the Borough, and that it can be justified in terms of safety. If a repository is approved, agree appropriate compensation or mitigation to ensure that any negative impacts on the residents, businesses, environment or image of Copeland are minimised. (See also Policy DM5)**
- C Maximise opportunities from the proposed nuclear decommissioning phase for the Borough to become a centre of excellence for knowledge and skills in this important sector – with Sellafield and the Westlakes Science and Technology Park as centres of research and development**
- D Accommodate any new reprocessing in the nuclear fuel cycle within existing Sellafield site boundaries subject to an appropriate and satisfactory safety case**

- E Work with Cumbria County Council and the site operators of the Low Level Waste Repository and the Sellafield site in the development and management of waste facilities and associated infrastructure requirements (see also Policy DM1 for detailed planning considerations)**
- F Work with Sellafield Ltd and companies operating at Sellafield to optimise the number of functions and jobs that do not have to be based on site and can be located at, or relocated to, sustainable locations in the Borough's towns.**

**In applying this policy the Council will seek to ensure that all investment in the nuclear sector is accompanied by appropriate financial or in kind contributions to mitigate any potentially detrimental impacts of development, and has community support.**

- 4.2.2 The document *Britain's Energy Coast: A Masterplan for West Cumbria* (ECMP, p.2) states that "West Cumbria has major nuclear assets, internationally competitive expertise and skills in a range of related activities, including environmental remediation, engineering and decommissioning." The Council endorses the strategy of building on these strengths
- 4.2.3 **Disposal of higher activity radioactive waste:** The Council, together with Cumbria County Council and Allerdale Borough Council, has expressed an interest in discussing with the Government the area's potential for a repository for the disposal of higher activity radioactive waste through geological means.
- 4.2.4 The British Geological Survey has carried out 'Stage 2' high level geological screening to rule out any area of the Borough that is unsuitable for repository siting, and moved on to public consultation on screening results, which will inform the final report.
- 4.2.5 Clearly, any future development related to the nuclear fuel cycle has the potential to impact on the Copeland economy positively, via the provision of employment and community benefit packages, and adversely, via negative environmental impacts and any associated negative 'image' of Copeland. Whilst agreeing in principle to the concept of a repository to reflect the important role of Copeland in the nuclear industry the Council will only accept recommendations for locating a facility if a safety case meets the requirements of the regulators and a full and fair community benefits package can be agreed to offset any negative impacts. This follows the approach to managing low level radioactive waste established by agreement between the local councils and site operators and the provisions within the County Council's Minerals and Waste Development Framework.
- 4.2.6 **Decommissioning:** although the decommissioning clean-up of some of the Sellafield plants may take more than fifty years to be completed, it is expected that employment in current operations will begin a general trend of contraction during the plan period.. Studies carried out under the auspices of the Energy Coast Master Plan (ECMP) have attempted

to quantify the extent and pace of job losses. However, this is subject to a wide range of influences and it has not thus far been possible to arrive at a definitive result. The extent and timing of any job-losses from Sellafield is likely to have a significant impact on the local economy, the size of the regeneration effort that has to be undertaken and the growth assumptions underlying the Council's LDF. The Core Strategy, taking forward the agreed prescriptions of the ECMP, contains measures designed to counter future job losses and other consequences of economic restructuring, just as they deal with the continuing legacy of past restructuring. (This is also a theme of the Review of the ECMP in the Economic Blueprint.) Monitoring will continuously evaluate the effectiveness of these policies as decommissioning progresses, and the Council will evaluate what action is required, including the pursuit of external assistance via, for instance, regeneration funding, inward investment incentives or public sector job relocation.

- 4.2.7 Despite the expected direct job losses, decommissioning is nonetheless seen as one of the major energy-related business opportunities over the next 5-10 years (ECMP p18). The background paper supporting the ECMP suggests a scenario where some jobs would be gained by responding to the work potential of decommissioning, and suggests a range of additional alternatives based around decommissioning, diversification and co-locating related activities in West Cumbria.
- 4.2.8 It is clear that not all jobs located at the Sellafield site at present are essential to the running of plant and facilities on the site. Many service and back office staff could operate just as successfully within the local towns, where most of them live. Locating these jobs within town centres would then achieve a more sustainable pattern of work places and travel to work, enable development of regeneration sites within towns and help to support viability and vitality of town centres. This same approach and rationale would apply to any new nuclear and other large scale energy developments. The Council will work with the companies involved to promote this process and arrive at solutions which will achieve the best, most practicable and sustainable balance between operational requirements and the aims and policies of this Core Strategy and the Energy Coast Master Plan.

#### **Key Policy Context / Framework / References**

Draft Overarching National Policy Statement for Energy EN-1 (November 2009)

Draft National Policy Statement for Nuclear Power Generation EN-6 (November 2009)

Draft National Policy Statement for Electricity Networks Infrastructure EN-5 (November 2009)

White Paper 'Managing Radioactive Waste Safely – A Framework for Implementing Geological Disposal' (2008)

North West Regional Spatial Strategy (RSS) Policy EM14 (2008)

Copeland Local Plan Policies NUC1-2 (2006)

Britain's Energy Coast: A Masterplan for West Cumbria 2007 (ECMP)

Cumbria Economic Strategy p.16 passim; SAP1 (Energy & Environmental Technologies; 8.2 & 9)

West Cumbria Spatial Master Plan – Baseline WP1 (2006); and Energy Technology & Nuclear WP2, update 8/07, p.3 passim

### 4.3 Renewable Energy

- 4.3.1 The Government has set a target to supply 15% of the UK's energy from renewable energy by 2020 (as set out in the 2009 Renewable Energy Directive). One way local authorities can help achieve this is by providing positive planning policies for renewable energy. In addition, national planning guidance, in the form of the current PPS22 and its likely replacement in the National Planning Policy Framework, also require Local Development Frameworks to include policies that support renewable energy.

#### Policy ER2 – Planning for the Renewable Energy Sector

**The Council will seek to support and facilitate new renewable energy generation, at locations which best maximise renewable resources and minimise environmental and amenity impacts within acceptable limits. Criteria on renewable energy development / generation are set out in Policy DM2.**

- 4.3.2 In 2010, Cumbria Vision received a report on *The Scope for Renewable Energy in Cumbria* which concludes that the county could become a considerable exporter of energy from several renewable sources.
- 4.3.3 In August 2011 the *Cumbria Renewable Energy Capacity and Deployment Study* was completed on behalf of the local authorities in Cumbria to assess the potential capacity from renewable sources of energy between 2011 and 2030. The purpose of the Study was to help local planning authorities in Cumbria to understand the available resources of each renewable energy technology and also the likely scale of deployment for each technology between 2011 and 2030. The Study considers the potential of the following technologies:
- **On-shore Wind** (commercial wind and small scale wind)
  - **Biomass** (plant biomass, animal biomass, energy from waste and biogas)
  - **Hydropower** (small scale hydropower)
  - **Microgeneration** (solar photovoltaic, solar water heating, ground source heat pumps, air source heat pumps and water source heat pumps)
- 4.3.4 Off-shore resources (i.e. off-shore wind, wave and tidal) were discussed in the Study and the energy that could be generated from off-shore resources is acknowledged, but they do not contribute to the renewable energy capacity figures for Cumbria or any of its districts.
- 4.3.5 The Study found that while Cumbria has a high natural resource for renewable energy (4,542MW), it also has a large number of high quality landscapes and designations which significantly reduce what is deployable. It indicates that once the constraints (environmental, transmission, supply chain, economic viability, and planning and

regulatory constraints) are taken into account Cumbria's renewable energy deployment is likely to be 606MW in 2030.

- 4.3.6 A similar picture is seen in Copeland, where the current renewable generation of 17MW is predicted to increase to 46MW in 2030. The Study also gives an indication of the mix of technologies that will come forward in the future. Currently commercial wind is the source of virtually all renewable energy in Copeland. The Study indicates that it will remain the largest component of Copeland's renewable energy mix into the future, but as part of a greater mix of technologies and highlights the increased role that microgeneration can play in the future.
- 4.3.7 It is not proposed to set specific targets for renewable technologies in the Core Strategy even though the *Cumbria Renewable Energy Capacity and Deployment Study* provides potential deployment figures for each individual technology. This is because the development and uptake of newer technologies, such as microgeneration, can be strongly influenced by changes to government policy and funding as well as local priorities.
- 4.3.8 Instead, the LDF provides a positive policy framework together with the aspiration to deliver 46MW from renewable sources by 2030.
- 4.3.9 It should be noted that this figure is not a ceiling, and that if funding and policies at a local and national level are directed towards renewable energy (especially microgeneration) then this figure is likely to be exceeded. This is especially relevant given the aspirations of the Economic Blueprint for West Cumbria and the number of jobs that can be created from microgeneration.
- 4.3.10 In the future, community scale renewables schemes may become an increasingly significant to meeting local energy requirements.

### ***Policy ER3 – The Support Infrastructure for the Energy Coast***

**The Council will support energy sector development and other major infrastructure projects by working with operators and developers to:**

- A**     **Ensure that any new energy transmission infrastructure minimises potential impacts on the Borough's landscape and natural environment, and on the health and amenity of its residents and visitors**
- B**     **Maximise the opportunities from implementing *Britain's Energy Coast: A Masterplan for West Cumbria* by encouraging investment in training and education at existing facilities, and develop new facilities which encourage people to develop the qualifications and skills which are attractive to the energy sector**
- C**     **Identify potential sites for supply chain operations, worker accommodation, off-site associated development and other uses supporting the construction of additional energy generating capacity and associated infrastructure. The Council will support sites in**



locations consistent with the Core Strategy, chosen to minimise undesirable impacts and able to be fully restored with uses leaving a beneficial legacy for the Borough.

- D Agree programmes of measures to mitigate or compensate for negative impacts on the residents, businesses, environment or image of Copeland.**

Infrastructure considerations relating to nuclear energy generation and development are addressed in more detail in development management policy DM1.

- 4.3.11 It is likely that developments relevant to this policy will be, or be related to, Nationally Significant Infrastructure Projects, determined by making Development Consent Order applications to the Major Infrastructure Planning Unit reporting to the Secretary of State. Where this is the case, the Council will seek, in negotiation with developers and in making representations to the Major Infrastructure Planning Unit, to ensure that the development (including associated development within the terms of the Planning Act 2008) has regard to the principles of this policy, as amplified below.
- 4.3.12 **Transmission:** an expanded energy generation role will require major investment in transmission capacity so that the power generated can be fed efficiently into the National Grid. The Council accepts the vital need for this augmented capability, but such investment should minimise any loss of the environmental quality experienced by residents and visitors in Copeland, and any damage to valuable habitats. This infrastructure should therefore be routed in the least damaging way, including putting it underground wherever this is feasible and the least damaging option. There is a particular risk that this development will have an urbanising or otherwise damaging effect on the landscape and amenity of residents or businesses, harming the environmental attractiveness which is one of Copeland's chief assets, and this would be the focus of efforts to negotiate mitigating community benefit measures
- 4.3.13 **Skills development:** consultation responses suggested a complete package of energy-related strategies to build a critical mass of skills and investment as a key specialism for West Cumbria. As the ECMP points out (p.18), this is a relatively well-skilled sector and it has the potential to offer opportunities for Copeland's young people, provided educational participation levels rise and enterprise training is part of the overall educational offer. The University of Cumbria, Dalton Institute and Lakes College West Cumbria, together with the county's secondary school provision (particularly the new Academies) will be key to this. (See also Policy ER11).
- 4.3.14 **Temporary accommodation:** it is estimated that the peak requirement during power station construction would be up to 5,000 workers. It is expected that the local workforce will be capable of supplying only a half or fewer of these, and that available accommodation in the area will house a minority of those recruited elsewhere. Thus it is anticipated that temporary accommodation will be required for a substantial number

of workers. It is also anticipated that land may be required off the Sellafield site for offices, short stay accommodation and other purposes related to logistics, storage and off-site fabrication. Any such development should be located according to the requirements of Policies ST1, ST2, ST3 and ER6 to be consistent with principles of sustainable development.

- 4.3.15 Thus the Council's position will be that temporary accommodation should as far as possible be provided within or adjacent to Whitehaven and the Key Service Centres in locations which relate well to transport nodes, especially the railway, assist regeneration programmes, and support the viability and vitality of the town centres. The Council also believes that the potential for after use of such sites should be a consideration; for example, the creation of Park and Ride facilities, laying out of sites so that they are capable of beneficial use afterwards, and construction of buildings capable of being adapted for future community or commercial use.

#### **Key Policy Context / Framework / References**

Britain's Energy Coast: A Masterplan for West Cumbria (2007)  
 Overarching National Policy Statement for Energy EN-1 (July 2011)  
 National Policy Statement for Electricity Networks Infrastructure EN-5 (July 2011)  
 West Cumbria Spatial Master Plan – Baseline WP1 (2006)  
 West Cumbria Spatial Master Plan - Energy Technology & Nuclear WP2 update 8/07  
 Strategic Housing Market Assessment 2009 (Whitehaven Housing Market Area): Cumbria Sub-Regional Housing Group (pp23-24. local construction workers' travel to work; p.59, expected need)

## **4.4 Space for Economic Development**

- 4.4.1 All sectors of the economy, from high technology like nuclear through to more traditional forms of industry, will require a supply of land and premises for development over the next two decades. This Core Strategy to meet those needs in a balanced way.

### ***Policy ER4 – Land & Premises for Economic Development***

**The Council will maintain an adequate supply of land and floorspace for economic development, by:**

- A Allocating land for economic development over the plan period at a rate ahead of that implied by projecting past take up rates, to allow a flexible response to emerging demand**
- B Safeguarding employment areas which are considered to be essential for meeting future strategic economic development requirements and assessing development proposals against criteria in Policy DM3**

## **C Identifying sites which are better suited to alternative uses**

- 4.4.2 It is important to make sure that there is enough space for business development, including the supply of land for manufacturing and warehousing, and the availability of business space in offices in the town centres and outer locations. The situation was reviewed by the joint West Cumbria Employment Land and Premises Study, 2008 (ELPS) and that analysis has been updated by the Spatial Implications of Britain's Energy Coast, under the auspices of the 'Blueprint' work.
- 4.4.3 This research ('Spatial Implications' 2011/12) indicates a need for the next 20 years (2011-2030), based on the 2005-2010 take-up, for 24.84 ha. of business park (B1) land, and 8.28 ha. industrial (B2) – 33.12 ha. in total. The current supply is 88 ha. De-allocating sites identified as not viable would reduce the available supply by about 15ha.
- 4.4.4 Although this still represents an apparent 'surplus' of about 40 ha. the supply is dominated by
- West Lakes, which is a strategic site as indicated in Policy ER6 and elsewhere;
  - Whitehaven Commercial Park, which should be reserved as a valuable resource for local businesses as other industrial estates become fully developed; and
  - a group of sites in Whitehaven representing the town's best opportunities for developing an office market, for which there is latent demand from the nuclear sector (although other suitable uses, particularly tourism-related including hotels, would be supported, particularly on harbourside sites).
- 4.4.5 The employment land supply in Copeland reflects its industrial history and the legacy of out-of-date approaches to inward investment policy. The land portfolio includes substantial areas of brownfield land with stability or contamination issues, and twentieth century industrial estates whose location and environment is unattractive to modern business. These sites are being reviewed and de-allocation, or identification as suitable for a wider range of uses, will be an option when the Site Allocation plan is brought forward. The Core Strategy and its evidence base will guide this process, and development management policy DM3 will guide the continuing management of the supply.
- 4.4.6 The ELPS concluded that it would be sensible to release for other uses land which is unattractive for industrial and business use. However, enough supply should be retained to allow for increased demand, and especially for high quality stock and the maintenance of a choice of locations throughout the Borough. Consultation responses suggest that there is wide support for such an approach.

- 4.4.7 The 'Spatial Implications' study confirms that this approach remains valid. Copeland needs to be able to respond to the needs of major infrastructure projects, especially the proposed nuclear power station and its associated development. We also need to make allowance for businesses that are likely to grow, or move into Copeland, as a result of nuclear-related development; and for the supply additionally to cater for other businesses diversifying the economy, as well as the needs of other local businesses. Thus maintaining an apparent surplus is important to retain capacity to accommodate extra demand.
- 4.4.8 So the Core Strategy provides for, and the Site Allocation plan will bring forward, a supply in excess of recent levels of demand, in locations consistent with the spatial strategy as described in ST2 and ER6. This excess will give flexibility to develop the economy in directions indicated by this strategy, but is not excessive given the demands which may be placed upon the supply in the next ten years. There is no evidence of any demand for other uses on these sites; any such demand arising would be assessed under the terms of Policy ER5. Proposals to use appropriate sites for tourism-related development, in accordance with policy ER10 and development management policy DM9, would be welcomed.
- 4.4.9 The ELPS and 'Spatial Implications' reports are available as evidence base documents and their findings are summarised in Core Strategy Topic Paper x.

#### **Key Policy Context / Framework / References**

North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)  
 Britain's Energy Coast: A Masterplan for West Cumbria 2007 (ECMP)  
 West Cumbria Employment Land and Premises Study 2008 (ELPS) - summary and Chapter 3  
 The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

## **4.5 Quality of Employment Space**

- 4.5.1 Core Strategy evidence base work, the Energy Coast Master Plan, and work on the Spatial Implications of Britain's Energy Coast have all concluded that better quality premises and a more attractive environment for business are needed to promote economic diversification by attracting higher value occupiers.

### ***Policy ER5 – Improving the Quality of Employment Space***

**The Council will improve the quality of Copeland's employment land portfolio by**

- A Prioritising high-quality office provision within Whitehaven and Key Service Centres to meet inward investment needs in particular and in line with the requirements of Policy ST3 B**
- B Promoting investment in the public realm at specific employment sites, and working with owners to achieve improvements more generally throughout industrial areas**

- 4.5.2 Both the ELPS and the 'Blueprint' study have noted a lack of quality premises across West Cumbria, and that quality supply, when built, has been occupied, indicating user demand.
- 4.5.3 Copeland needs a portfolio of types of premises and sites: a mix including facilities suitable for the development of small and medium sized enterprises associated with the potential identified in the ECMP, and for businesses already in operation who have close supply-chain relationships with the energy sector.
- 4.5.4 Both studies have also noted that the quality of the environment and public realm is crucial to the market attractiveness of sites. The Council's focus will be on prioritising a limited number of key locations in line with priorities identified in the Energy Coast Master Plan and the 'Spatial Implications' work, but it will also seek more general upgrading of the industrial and employment stock.
- 4.5.5 Feedback from consultation has supported this approach. The majority of respondents suggested that in order to increase the uptake of existing employment sites, the Council should support work with owners to improve the appearance of the site through improvements to the public realm, buildings and accessibility.

#### **Key Policy Context / Framework / References**

PPS4: Planning for Sustainable Economic Development (2009)  
 North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)  
 West Cumbria Employment Land and Premises Study (2008)  
 West Cumbria Employment Land and Premises Study (2008) – Summary & Chapters 6-7  
 The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

## **4.6 Location of Employment**

- 4.6.1 Different types of employment have different requirements in terms of their location, their impact and the needs of businesses. But the underlying logic is, wherever possible, to locate activity in centres where there are shared services, transport alternatives, and the potential for synergy and mutually-reinforcing growth.

### **Policy ER6 – Location of Employment**

- A**      **Employment development will be supported in Whitehaven and Key Service Centres.**
- B**      **Outside Whitehaven, the Key Service Centres, and the allocated sites, smaller scale economic development proposals will be considered on their merits, with the following matters being particularly important:**
- justification for rural location**
- transport impact**
- vulnerability to flooding**
- impact on residential amenity and**
- impact on landscape character, settlement character and biodiversity**
- C**      **The Westlakes Science & Technology Park will continue to be promoted as the focus for a knowledge campus of international significance in line with the requirements of Policy DM4 as regards uses and design standards**
- D**      **Proposals for working from home, conversion of space to employment use, and similar localised requirements, will be supported provided that they comply with other planning policies**

4.6.2      **Locational focus:** Strategic Policy ST2 sets out a settlement hierarchy which underpins all locational choice in the Borough. Employment development should respect this hierarchy. Exceptions may be justified where activities are of a kind which is not appropriate or a good neighbour in urban/populated areas, or where other sustainable development benefits can be demonstrated. In general, though, much of the expected employment growth will be of a kind that could be located in the key centres, and this is the underlying aim. As the ELPS observes (p.94), opportunities in Whitehaven town centre can add to supply but require less land-take; they could also respond to a perceived shortage of quality stock in the centre (ELPS p.65).

4.6.3      This policy reflects the fact that, leaving aside the nuclear sector, jobs are already strongly concentrated in the towns: -

**Figure 4.1: Location of jobs in Copeland**

Total, Copeland Borough	29,530
Sellafield	11,938
Total, non-Sellafield jobs	17,412
Whitehaven*	8,694
Egremont	2,444
Millom and Haverigg	1,715
Cleator Moor	1,114

Rest of Copeland	3,445
* 7 Whitehaven Wards (ie not including Westlakes)	

Source: NOMIS 2009

- 4.6.4 Despite a strong focus on Whitehaven, it is important to maintain a geographic spread of employment opportunities, particularly in view of the rural nature of Copeland and consequent accessibility and transport realities. Planning and economic development policy will endeavour to develop the ability of the Key Service Centres to respond resiliently to change, including the long term impact of decommissioning at Sellafield. In rural areas, the development of businesses reflecting the rural economy, including appropriate forms of economic diversification, will be supported. However, businesses not requiring a rural location, or employing more than ten people, will be expected to demonstrate why they should not be located in Whitehaven or a Key Service Centre, and how local transport impacts will be mitigated.
- 4.6.5 The Council recognises the trend towards more home-based working, and will generally seek not to obstruct proposals which involve work from home, conversions, and similar localised requirements, providing they comply with other planning considerations.
- 4.6.6 **Westlakes Science and Technology Park:** Westlakes is intended to build on and strengthen a nationally important concentration of energy-related research and development, and manufacturing. The strategic development location should continue to:
- act as a flagship for university research and inward investment;
  - attract knowledge-based industry, with special emphasis on technology related to nuclear power and decommissioning, along with knowledge transferable from those to other sectors; and
  - assist in the creation of a centre of excellence for the energy industry.
- 4.6.7 One special requirement that will be met outside the immediate centre (though within the wider town area) of Whitehaven is the provision of high-quality premises for Research & Development (R&D), and especially inward investment, at the Westlakes Science & Technology Park. The vision for this site is to combine higher and further education, research and production with a specific emphasis on the nuclear and energy sectors. The ELPS (p.100) stresses the importance of maintaining the site's differentiation - as a knowledge-based campus - from other locations: notably Lillyhall, which despite its 'strategic' label is assessed as being in danger now of becoming a default business location for activities which could perfectly well be located in the town centres (ELPS, p.17).
- 4.6.8 Consultation responses have supported this approach, recognising that Westlakes can continue as a flagship site for high-value business, attract inward investment, and be complementary to Lillyhall. As part of this approach it will be important to maintain high standards of design and landscaping on the site.

#### **Key Policy Context / Framework / References**

PPS4: Planning for Sustainable Economic Development (2009)  
PPS7: Sustainable Development in Rural Areas (2004)  
North West Regional Spatial Strategy (RSS) Policies W3 & RDF2 (2008)  
Cumbria and the Lake District Joint Structure Plan Policies EM13-14 (2006)  
Britain's Energy Coast: A Masterplan for West Cumbria (2007)  
West Cumbria Employment Land and Premises Study (2008)  
The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

## **4.7 Developing Town Centres and Other Centres**

- 4.7.1 This policy sets out the strategic approach towards development in town centres and other service areas which include the Local Centres (listed in Policy ST2) and neighbourhood centres and identifies the focus and key actions required.

### ***Policy ER7 – Principal Town Centre, Key Service Centres, Local Centres and other service areas: Roles and Functions***

**Development will be required to meet the needs of the area, to be of a scale appropriate to the centre, and to not adversely impact on the vitality or viability of other nearby centres. The purpose of each centre will differ according to its role and function. Development objectives are to:**

- A Reinforce the role of Whitehaven as the Principal Town through the promotion of a flexible, mixed-use approach, the improvement of strategic and local accessibility, and supporting its continued growth**
- B Support Whitehaven's role as a tourist and visitor destination linked to its unique heritage and independent and specialist retailers**
- C Protect and where possible enhance the services and facilities provided in the Key Service Centres of Cleator Moor, Egremont and Millom**
- D Seek to ensure that the Local Centres and neighbourhood centres maintain essential shops and services to meet the needs of local communities**
- E Encourage evening and night-time uses that contribute to the vibrancy, inclusiveness and economic vitality of centres. Such uses should accord with Policies DM6 and DM7.**

- 4.7.2 Policy ER7 aims to maintain a hierarchy of interconnected, vibrant and inclusive Principal Town and Key Service Centres that are mixed-use hubs for retail, commercial, leisure, civic and housing provision. Workington in neighbouring Allerdale, is the highest ranking town within the retail settlement hierarchy across West Cumbria. The West Cumbria Retail Study (2009) recognises that Whitehaven is not seeking to compete with Workington, but rather needs to focus on developing a



complementary role building upon its offer of independent and specialist retailers, the historic environment and heritage. This reflects a need for the town to adapt to a new commercial reality.

- 4.7.3 The existing retail hierarchy will be supported by concentrating civic uses and service provision in centres of the appropriate scale; promoting mixed-use and multi-purpose centres with a mix of unit sizes and types (including smaller unit sizes) appropriate to the size of each centre; and promoting good design within the centres so as to ensure appropriate and well-integrated spatial layouts which connect to surrounding areas.
- 4.7.4 No major change to the retail structure within the Borough is proposed in order to meet the existing and future need. Rather, the emphasis is on maintaining and enhancing the viability and vitality of the existing retail centres. Whitehaven has therefore retained its status as the Principal Town Centre, and Millom, Egremont and Cleator Moor continue as Key Service Centres.

#### **4.8 Whitehaven Town Centre**

- 4.8.1 Whitehaven is the Principal Town in Copeland and the main town centre for the Borough. The West Cumbria Retail Study (2009) confirms that there is significant potential for future development in the Town Centre.

#### ***Policy ER8 – Whitehaven Town Centre***

**In Whitehaven town centre, development will be encouraged which:**

- A Responds to and consolidates the status of Whitehaven as the first and most complete post-mediaeval planned town in the country**
- B Improves the links and re-establishes the connectivity between the town centre and the Harbour**
- C Enhances the retail function of ground floor premises (see also Policies DM6 A and DM7 A and the designation of a Retail “Primary Frontages Area”)**
- D Diversifies the ‘offer’ within the town centre, and improves the evening and night time economy**
- E Improves Whitehaven’s tourism offer, particularly in relation to serviced accommodation, improved visitor facilities and access to the coast.**
- F Enhances the key gateway sites and approaches into the town, wherever practicable providing car parking for both the development itself and the town centre**
- G Creates a series of new and improved public spaces to establish stronger visual links and better access between the town centre and Harbour**

- H Improves the integration of new and existing development into the urban grain.**
- I Maintains high standards of design consistent with the setting of a Conservation Area of national significance**
- J Diversifies the range of residential accommodation in the town centre, including the conversion and re-use of vacant floors over shops**
- K Improves the integration and prestige of public transport in the town centre**
- L Improves the range of activities available to local residents and visitors**
- M Incorporates strategic redevelopment schemes in relation to Policy ST3 and improvements to the public realm and traffic environments**

**The Whitehaven Town Centre boundary will be redrawn to reflect the anticipated growth and development within the area.**

**Any development proposed in Whitehaven Town Centre should also accord with Policies DM6 and DM7.**

**A new Supplementary Planning Document (SPD) is being prepared to provide design guidance for new development in the town centre and harbourside areas.**

- 4.8.2 The 2009 Retail Study showed that there was need for additional comparison and convenience retail floor space in Whitehaven over the coming years given that it is the Principal Town in the Borough, serves a large catchment area, and has been identified as the main focus for growth and regeneration.
- 4.8.3 There is a need to consider a possible extension to the town centre boundary to allow for the expansion of retailing and other services and to encourage investment and development on sites located around the periphery. Shop units within the historic core do not always meet the needs of modern businesses, and carefully managed and well-designed new development would support economic growth and allow Whitehaven to prosper.
- 4.8.4 A development prospectus is being prepared to promote “Destination Whitehaven” to potential investors. This document will provide information on key development sites within the wider context of regeneration opportunities and the town’s growing role as a key retailing, service and tourist destination.
- 4.9 The Key Service Centres, Local Centres and other smaller centres**
  - 4.9.1 The three Key Service Centres offer the next level of provision below the Principal Town of Whitehaven. Egremont and Cleator Moor are relatively close to Whitehaven, and their services and potential reflect that fact. Millom, some 50km to the south, provides a wider range of services to its hinterland, and will continue to offer a level of provision

that reflects its location nearer to Barrow. Outwith these three towns, small-scale shopping and other services are provided within Local Centres and some smaller rural villages and urban neighbourhood centres which require planning policy protection

***Policy ER9 – The Key Service Centres, Local Centres and other smaller centres***

**A In Key Service Centres Cleator Moor, Egremont and Millom:**

- i) Appropriate retail and service sector provision will be actively encouraged within the defined boundaries of each Key Service Centre to meet the needs of local residents and to facilitate small scale tourism. Evening entertainment and leisure uses will also be acceptable if they meet the criteria as set out in ER7(E) above.**
- ii) The town centre boundaries of the Key Service Centres will be reviewed and may be redrawn to reflect current circumstances**
- iii) Further physical improvements in association with town centre management initiatives will be considered to attract more visitors and to reduce levels of vacancy**
- iv) Development should also accord with Policies DM6 & DM7**

**B In the Local Centres and smaller centres:**

**The provision of shops and services will be maintained to ensure they continue to serve their small catchment areas with basic goods and services.**

4.9.2 The 2009 Retail Study found that Egremont, Cleator Moor and Millom have high vacancy rates, in some areas above the national average, with below average representation of the service sector provision and limited entertainment/leisure provision. Security and crime were also found to be key concerns, particularly in Cleator Moor. Support for further physical improvements to the town centres, improved town centre management, and wider initiatives to attract more visitors are identified in the Retail Study as key objectives for the towns and are picked up in the strategic regeneration policies set out in Chapter 3 of the Publication Core Strategy.

4.9.3 The study did not identify any need for major change to the Borough's retail structure in order to meet future and existing need. It did however suggest that planning for the Key Service Centres should recognise that the retail/service function of these towns is shrinking and should seek primarily to retain their traditional core retail/service areas. The policy emphasis therefore is on maintaining and enhancing the viability and vitality of their existing centres rather than seeking expansion and growth.

#### **4.10 Renaissance through Tourism**

- 4.10.1 Tourism is already an important feature of the Borough's economy, but it offers considerable potential for further growth and benefit. West Cumbria will not replicate the performance of an internationally-renowned tourism area like the Lake District, but it can draw on its proximity to the Lakes, its rich maritime and industrial heritage and other tourism resources to create additional employment and wealth. Great strides have already been made, notably at Whitehaven Harbour, and the challenge now is to follow that up with better range, quality and integration with the National Park.

##### ***Policy ER10 – Renaissance through Tourism***

**The Council will maximise the potential of tourism in the Borough and will seek to:**

- A Expand tourism outside the Lake District National Park boundaries, with a complementary offer that takes pressure off the National Park's busiest locations, and delivers economic benefits in the Borough**
- B Locate new tourist accommodation, facilities and attractions where there is proven capacity for additional visitors to be accommodated without adverse environmental or amenity impacts, with consideration given to the following:**
  - i) Focus major tourist accommodation and attractions in Whitehaven and develop the town as a base for exploring the wider area**
  - ii) Encourage development of an appropriate scale in the Key Service Centres of Cleator Moor, Millom and Egremont which takes pressure off more sensitive areas**
  - iii) Support development requiring a rural location within the smaller villages and countryside, if proven necessary to enhance the Borough's existing place-bound assets**
  - iv) Permit holiday accommodation which meets the requirements of Preferred Option Policy DM9**
- C Support appropriate tourism development which accords with the principles of sustainable development and does not compromise the special qualities and character of the surrounding area or public access thereto on allocated Tourism Opportunity Sites in the following locations:**
  - i) Hodbarrow**
  - ii) Ehen / Keekle Valleys**
  - iii) Whitehaven Coastal Fringe**
  - iv) Lowca Coastal Area**
- D Support appropriate developments which improve and enhance the quality of the tourism product**

- E**      **Wherever possible tourism providers will be required to ensure that accommodation and attractions are well connected to other tourist destinations and amenities, particularly by public transport, walking and cycling**
- F**      **The Council will work with the Lake District National Park Authority, Cumbria Tourist Board, West Cumbria Tourism Partnership and other tourism organisations in marketing, co-ordinating and managing the development of the Borough's offer and to maximise the benefits of the 'Lake District' brand**

**All tourism related developments should accord with Preferred Option Policies DM8 and DM9.**

- 4.10.2      There is significant scope for Copeland to maximise opportunities in the tourism sector, capitalising on what makes it unique. Expanding the tourism offer and appeal of the Borough outside the National Park will help to complement the tourism offer of the Lake District, particularly with the coastal asset and the presence of a major heritage town; to offer alternatives to the busiest core locations in the Lakes; and create economic benefit in the rest of Copeland. The proposed Whitehaven Transport Interchange will play a vital role in boosting tourism in the wider borough through the provision of sustainable transport modes for visitors to explore.
- 4.10.3      Day visits currently dominate the tourism sector, therefore there is potential to expand the tourism offer to encourage longer stays and to develop the weekend and short-break market. Growth in the wider business economy, for example in the energy sector, will also provide an opportunity for growth in business tourism.
- 4.10.4      Improvements are needed in order to achieve this, enhancing the broader lifestyle offering (and hence also making Copeland a better place to live in as well as visit). This includes encouraging improved quality in accommodation, attractions, and the food / beverage / restaurant offer; improved public transport, including better weekend rail services; improving walking and cycle paths and their signage; enhancing the public realm; and signposting parking and 'gateway' areas to town centres and attractions.
- 4.10.5      Tourism services and facilities should be provided in the most sustainable locations of the Borough, the policy outlines areas of priority for such development, including Whitehaven, the Key Service Centres and Key Tourism Opportunity Sites. Proposals should also be assessed against their impact on the environment and local communities.
- 4.10.6      Away from the towns, major Tourism Opportunity Sites will provide for larger-scale tourist activities that may not be possible or appropriate in the urban areas. The Tourism Opportunity Sites will support appropriate, low impact development for the purpose of quiet enjoyment. Development will be expected to relate to the character of

the site and wider area. Appropriate development may include activity areas linked by footpaths, cycle routes and landscaping for instance. Some small-scale hard development may be permitted at gateways to the site to facilitate activity in the wider area. The Sites are designed to act as catalysts to boost further supporting tourism infrastructure in the nearby service centres thereby improving the tourism/lifestyle offering and providing valuable economic benefits, safeguarding existing businesses and jobs and creating opportunities for the development of new businesses and employment.

#### 4.10.7 The Tourism Opportunity Sites are:

- **Hodbarrow:** where the combination of water sports and the nature interest need to be compatible; on the fringes of the National Park
- **Ehen/Keekle Valleys:** development associated with urban fringe leisure and recreational use of the valleys
- **Whitehaven Coastal Fringe – the ‘Colourful Coast’:** linking Whitehaven Harbour with Haig Pit and St Bees Heritage Coast. Leisure and recreational use not compromising the special qualities and character of the undeveloped coast or public access thereto
- **Lowca:** potential at and around the approved development site at Lowca, Micklam and the coast to the north.

#### Key Policy Context/Framework/References

PPS7: Sustainable Development in Rural Areas (2004)  
 North West Regional Spatial Strategy (RSS) Policy W6 (2008)  
 Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)  
 Copeland Local Plan Policies TSM 1-6 (2006)  
 Cumbria West Coast Tourism Study Draft Final Report (2009)

## 4.11 Developing Enterprise & Skills

- 4.11.1 The nature of employment development in Copeland has mirrored the development in its economy over recent decades, with a focus on the nuclear and energy related industries, and on the businesses which support them. Potential growth sectors for the future include further nuclear and energy-related environmental technologies, and tourism. Green business practices and green industries such as renewable energy, energy management and material processing can also help to diversify the Borough's economy.
- 4.11.2 However, Copeland's workforce needs to be equipped with the right skills to meet the opportunities provided by such employment growth. Copeland currently has higher levels than the Cumbria average (though comparable with the national figures) of worklessness and

unemployment; particular concerns are the youngest working-age group, and some deprived localities.

- 4.11.3 Levels of enterprise are low; barriers to enterprise include a lack of skills, confidence, and support services - as well as physical constraints such as distance and slow transport links.

***Preferred Options Policy ER11 – Developing Enterprise & Skills***

**The Council will work with its partners to promote and develop the skills and employment opportunities of local people by:**

- A Enhancing inward investment and promoting the diversification of the Borough's economy, working with partners to support new and expanding employment sectors, particularly energy-related and environmental and innovative energy technologies, such as tidal, off shore wind and micro-generation**
- B Supporting the development of education and training facilities, to encourage people to develop the qualifications and skills, that will be attractive to new business and vital for new enterprise**
- C Supporting the development of commercial units which meet the needs of businesses, encourage start ups and promote further expansion in order to retain enterprise, jobs and skills within the Borough.**
- D Encouraging the further development of Research and Development and education and training facilities at the Westlakes Science & Technology Park, along with Further Education Partners**
- E Supporting new spin-off business development that capitalises on the existing or emerging Intellectual Property that exists at Sellafield**
- F Focussing employment training and initiatives in Whitehaven, the 3 Key Service Centres, the Westlakes Science and Technology Park and the Sellafield site where there is good access to the strategic road network and where the use of public transport can be maximised**
- G Ensuring that the benefits of regeneration in Whitehaven provide a catalyst for change in the communities living nearby, by improving connectivity, including transport links and securing training and employment agreements**

- 4.11.4 Extending and diversifying the Borough's economic base, increasing the number of new business start-ups, ensuring enterprise units meet the needs of businesses throughout their lifecycle, ensuring sites and policies promote entrepreneurship, tackling worklessness, improving, building on and retaining the skills base of Copeland's residents including land management skills for the rural environment, and removing barriers to employment are key objectives and priorities of the Council, Community Strategy and the Energy Coast Masterplan in the delivery of economic growth in the Borough.

- 6.11.5 The provision of the Lakes College West Cumbria and Energus at Lillyhall (just outside the Copeland boundary to the north), the University of Cumbria, UCLAN and the Dalton Institute (Manchester University) provide valuable training and education resources for Copeland; there are opportunities to work with these and other training providers in the provision of outreach training to be provided in the Borough.

**Key Policy Context/Framework/References**

PPS7: Sustainable Development in Rural Areas (2004)

West Cumbria Spatial Master Plan Working Paper 1 Baseline Analysis (2006)

West Cumbria Spatial Master Plan Working Paper 2 Energy Technology Nuclear (2007)



## **5 Sustainable Settlements**

### **5.1 Introduction**

5.1.1 Housing is one of the key strategic spatial issues for Copeland.

- A legacy connected with the Borough's industrial past, of larger than average numbers of terraced and unattractive public sector homes, was met by inclusion of West Cumbria in the Housing Market Renewal programme, resources for which have now been drastically curtailed.
- Socio-economic and marketing assessments have repeatedly identified a shortage of 'executive' quality housing, resulting in the socially mobile looking for homes outside the Borough and acting as a potential disincentive to inward investment. Rectifying this is an aim of the Energy Coast Master Plan.
- It is thus a guiding strategic principle in the Borough, expressed in its Housing Strategy (based on housing market assessment) as well as the ECMP and this Core Strategy, that the range and quality of the Borough's housing stock, and thus the balance of the local housing market, be improved.

### **5.2 Improving the Housing Offer**

5.2.1 The strategic development principles set out in Policy ST1 focus on improving the whole housing offer in the Borough. Policy for sustainable settlements thus has the following three distinct but connected aspects:

- promoting a better, more balanced housing 'offer' through continued renewal as well as the encouragement of 'aspirational' and 'executive' housing;
- providing, in a sustainable way, the right quantity and quality of land not only to meet identified needs but also to allow for growth; and
- making sure that planning policy helps to meet the needs of the whole community.

5.2.2 Detailed components for dealing with quality of place, sustainable development principles and standards for amenity are set out later in Policies for Development Management (Chapter 9, Policies DM10 to DM21).

#### ***Policy SS1 – Improving the Housing Offer***

**The Council will work to make Copeland a more attractive place to build homes and to live in them, by:**

- A Allocating housing sites to meet local needs in locations attractive to house builders and requiring new development to be designed and built to a high standard**
- B Promoting the renovation and improvement of the Borough's existing housing stock, and the enhancement of the surrounding residential environment, to meet local housing needs, particularly in Whitehaven, the three smaller towns, and Local Centres**
- C Considering further partnership and funding options (in consultation with local communities) for demolition and redevelopment schemes in areas of low demand or where the stock does not meet local housing market needs. This will include the continuation of previous Furness and West Cumbria Housing Market Renewal schemes.**

**5.2.3 Standard of New Housing:** Copeland must set high standards and targets in design and build of new housing to improve the quality of our future housing. In keeping with Sustainable Community Strategy aims and Core Strategy Objective 9, the quality of new homes will be regulated with regard to the principles established for Place Quality in Policy DM10, Sustainable Development Standards in Policy DM11, and Standards for New Residential Developments in Policy DM12.

**5.2.4** The Council is mindful that there is support for targets which go further than national standards in promoting sustainable construction. However, relatively weak market conditions prevail in most of the Borough, and progress will be made via the Building Regulations towards the highest standards of sustainability by 2016. So it is not proposed that policy should go beyond Building Regulations standards, to minimise the risk of compromising development viability in areas needing increased house building. The Council will, however, encourage innovative design incorporating high

**5.2.5 Housing Stock Improvement and Renewal:** There remains local support at a variety of levels for an approach to renewal involving clearance and replacement. On its own, this would not deliver the improvements needed to deliver an improved housing offer. Therefore, there will be a mixed approach, in which housing clearance, redevelopment, and improvements to the existing stock will complement the provision of new housing.

**Key Policy Context/Framework/References**

- Energy Coast Master Plan (ADD REFS)
- Copeland Housing Strategy (ADD REFS)
- PPS3: Housing (2006)
- North West Regional Spatial Strategy (RSS) Policies DP4 L3 (2008)

### **5.3 Sustainable Housing Growth**

- 5.3.1 The Council must plan for housing growth over the plan period. The sustainable approach is to allocate sites for housing development in accessible locations, to set realistic annual housing supply targets, to optimise development densities and to ensure the development of as much brown field land as is feasible.

#### ***Policy SS2 – Sustainable Housing Growth***

**House building to meet the needs of the community and to accommodate growth will be provided for by:**

- A Allocating sufficient land for new housing development to meet identified requirements within the Borough.**
- B Allocating land in accordance with the following housing targets:**
  - i) A baseline requirement, derived from projected household growth, of 230 dwellings per year**
  - ii) Provision for growth 30% above that, to 300 dwellings per year.**
- C Seeking densities of over 30 dwellings per hectare, with detailed density requirements determined in relation to the character and sustainability of the surrounding area as well as design considerations.**
- D Seeking to achieve 50% of new housing development on previously-developed 'brownfield' sites.**

- 5.3.2 The North West Regional Spatial Strategy set a target for Copeland of 230 dwellings per annum, based on an agreed approach for Cumbria which reflected the then current household projections. The Strategic Housing Market Assessment notes that the 2008-based Household Projections (DCLG based on Office for National Statistics population data) anticipate average growth of 320 households per annum over the period 2006-2031. But this is probably an over-estimate based on projections of in-migration derived from past conditions which are not likely to be repeated in the short term.

- 5.3.3 More detailed examination of future development scenarios has been undertaken as part of the 'West Cumbria Economic Blueprint' which is updating the Energy Coast Master Plan of 2007. County Council modelling suggests a lower figure of 109-161 per annum, starting from a 'baseline scenario' assuming net job losses of 3,000. Even the highest of those is less than the house building levels generally attained in the Borough under normal or growing market conditions. The Council does not consider it prudent to plan for this level of building, given the Borough's history of work-based in-migration, the Energy Coast strategy of energy-based growth, and the real prospects of growth

accompanying the nuclear power station and other proposed developments at Sellafield. These scenarios are published separately and their implications for the planning process have been analysed in the Housing Topic Paper.

- 5.3.4 On the basis of recent market performance, to allow for 230 per year may appear ambitious, but it represents a level of house building that is achievable if the local economy grows, and would indeed be necessary to accommodate it. (No allowance is made for unpredicted 'windfall' sites, but the history of development in the Borough suggests that this would make an additional contribution.)
- 5.3.5 The SHLAA demonstrates that we can find land to accommodate 300 dwellings per year over the Plan period. This can be done without needing to reassess objectives such as those relating to settlement distribution, landscape protection and the environment. The Borough Council considers that the supply should include all this land, so that Copeland is capable of responding to the growth possibilities that have been identified in the 'nuclear investment' scenario. (This scenario indicates demand for almost 600 homes per year in West Cumbria as a whole).
- 5.3.6 However, current market conditions and infrastructure considerations (in particular, drainage and water supply) mean that allowance for such growth will have to be phased into the later stages of the Plan period. This will be considered in greater detail in the Site Allocations Development Plan Document. The current assumption is that, for at least the first five years of the Plan period, 230 per annum is the most that it is realistic to provide for.
- 5.3.7 **Housing density:** national and regional targets for housing density have been done away with. However, the Council considers that it remains desirable, so that land is not wasted and settlement character is protected, to expect that most housing development will take place at over 30 dwellings per hectare. Developments will be expected to achieve a significantly higher density in the centres of settlements with a dense built character. In central Whitehaven in particular, development should reflect the special urban character of the Georgian core. Elsewhere, lower densities than 30 d.p.h. may be acceptable with specific justification, for example in settlements or neighbourhoods which have an open character, where the dimensions of the site are not favourable to a compact layout, or where a density of 30 or higher would compromise the provision of executive housing. The case for this should be made in Design and Access Statements accompanying planning applications.
- 5.3.8 **Brownfield development:** the target of at least 50% of new dwellings on 'brownfield' land was inherited from higher level strategies. It was intended to focus attention on the regeneration potential of previously-developed land and buildings in the most sustainable locations, such as Whitehaven. However, the SHLAA and viability assessments indicate that a figure of 25% to 35%, dependent on market conditions, is more realistic. The policy priorities of the Core Strategy, notably the general

stress on urban regeneration and the specific targets in ST2, will ensure that maximising the take up of brownfield land remains high on the agenda. The likelihood of higher densities on previously-developed land will also be a factor, compared to the uniform density assumption in the SHLAA. An aspirational 50% target is therefore retained, to make sure that capitalising on brown field opportunities is a factor in the site allocation process.

- 5.3.9 Where brown field land, particularly on larger and urban fringe sites, has acquired biodiversity value, the Council will encourage the retention of enough natural habitat to make a viable contribution to local green infrastructure in accordance with policies SS5 and ENV3.

#### **Key Policy Context/Framework/References**

- PPS3: Housing (2006)
- North West Regional Spatial Strategy (RSS) Policies DP4 L3 - L4 & Table 7.1 (2008)
- Britain's Energy Coast: A Masterplan for West Cumbria (2008)
- Strategic Housing Market Assessment (2011)
- Strategic Housing Land Availability Assessment (First Sieve Report, November 2009, final report, 2011)

## **5.4 Housing Needs, Mix and Affordability**

### **5.4.1 Copeland's vision for housing is**

- a balanced mix of housing types, sizes and tenure;
- attractive, safe and sustainable neighbourhoods;
- support for economic development and regeneration objectives.

### **5.4.2 Providing a mix of high quality housing to meet people's needs and aspirations is a key element in reducing outward migration levels as well as stabilising and then increasing the Borough's resident population.**

### **5.4.3 The Strategic Housing Market Assessment (SHMA) (2011) highlights a general lack of choice with the current stock, and a need for family homes and for housing to accommodate the ageing population. It also notes that housing is less affordable now compared to 2006, and that there is a need for a greater supply of good quality medium-density housing, as well as modern 'executive' housing. It suggests that this lack of affordable and executive housing may be a barrier to sustainability and investment in the Borough.**

### ***Policy SS3 – Housing Needs, Mix and Affordability***

Applications for housing development should demonstrate how the proposal helps to deliver a range and choice of good quality and affordable homes for everyone.

- A** Development proposals will be assessed according to how well they meet the identified needs and aspirations of the Borough's individual Housing Market Areas as set out in the Strategic Housing Market Assessment, by:
- i** Creating a more balanced mix of housing types and tenure within that market area, in line with the evidence provided in the SHMA.
  - ii** Including a proportion of affordable housing which makes the maximum contribution (consistent with maintaining the viability of the development) to meeting identified needs in that market area.
  - iii** Establishing a supply of sites suitable for executive and high quality family housing, focusing on Whitehaven and its fringes as a priority and also giving particular attention to the three smaller towns.
  - iv** Ensuring that housing meets special needs, for example those of older people, where there is a genuine and proven need and demand in a particular locality.
  - v** Providing housing for specific groups where there is housing need, including temporary workforce, agricultural workers and key workers
- B** The Council will continue to operate a Rural Exception Site policy approach in rural areas outside the Key Service Centres and Local Centres to provide affordable housing that meets an identified local need and will be secured to meet that need in perpetuity.
- C** The Council will work with neighbouring authorities to meet any evidenced need for gypsy and travellers sites and to provide greater choice. (Please see DM20 for further detail).

**5.4.4 Housing mix.** The mix of housing in a development should be informed by an assessment of the housing needs of the locality. The Council will not seek to impose a standardised mix, but may set out specific site-based guidelines in the Site Allocations DPD and/or development briefs. Developers may be required to justify with evidence proposals which do not seek to address identified local needs for particular types of housing. The SHMA indicates unsatisfied demand for:

- larger (especially four bedroom) houses in the north of the Borough;
- smaller (one or two bedroom) homes in mid and south Copeland;

- detached houses across the Borough;
- bungalows in Whitehaven and Egremont.

5.4.5 **Affordable Housing.** The approach to meeting needs for affordable housing will be based on the conclusions of the SHMA. This indicates a need for 153 affordable dwellings per annum. However, assuming that the market is unlikely to provide enough dwellings for that need to be met via planning obligations, it recommends that a quota of 15-25% be sought, subject to development viability and local market variation across the Borough. Viability evidence indicates that at least twenty per cent should be achievable in higher value areas (mostly in rural mid and south Copeland); thus the Council will seek provision at the higher end of the recommended range in rural areas identified by the viability study as high value, and on green field sites. In urban areas and on brownfield sites, lower levels of provision are more likely to be accepted. The evidence indicates that a split of 60% for rent, 40% equity share would be appropriate. It is proposed to adopt targets reflecting these characteristics, will be set out in more detail in the Site Allocation plan or a further Local Development Document.

5.4.6 **Rural Exceptions.** The Council will consider favourably proposals for affordable housing in villages to meet the needs of the local community and fulfil the following requirements:

- a site that is within or immediately adjoins the village and is well related to its built form in terms of scale and character
- supported by evidence to show need for the development in the local community (usually parish and adjoining parishes) or that an individual applicant has genuine local ties to the village and genuine affordability needs
- subject to a planning obligation that requires occupation of the dwelling(s) in perpetuity only by households with these same local connections and affordability issues

5.4.7 Exceptionally, consent may be given to homes in open countryside fulfilling the above requirements and where it can be demonstrated that a location outside a settlement is essential.

5.4.8 **Gypsies and Travellers:** the Cumbria Gypsy and Traveller Accommodation Assessment (GTAA) identified a need for one residential pitch within Copeland. Evidence for the abandoned partial review of the RSS suggested a need for zero residential pitches and five transit pitches for Gypsies and Travellers in the Borough over the next ten years. However, the figures for the RSS are given in multiples of five and as a result the Council, in partnership with other councils in Cumbria, is commissioning further work to determine more precisely how many pitches are needed and how these needs will be provided for. In this way the Council will continue to work with the neighbouring authorities to meet any need for gypsy / traveller sites and to provide greater choice.

- PPS3: Housing
- North West Regional Spatial Strategy Policies L4 and L5 (2008)
- Submitted Draft North West Plan (RSS) Partial Review (2009)
- Cumbria Gypsy and Traveller Accommodation Assessment (2008)
- Cumbria and the Lake District Joint Structure Plan Policy H19 (2006)
- Interim Strategic Housing Market Assessment for Copeland (2009)

## 5.5 Community Facilities and Services

- 5.5.1 In order for communities to be successful it is vital that they are well served by a full range of public, private, community and voluntary services. Facilities must be appropriate to people's needs, affordable, accessible to all, and available locally. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society.
- 5.5.2 For the purpose of this Core Strategy, 'community facilities and services' include the following:
- Education: primary, secondary, further and higher
  - Health: primary care and acute services
  - Information: libraries, museums and arts / cultural services
  - Social services: children, young people, families, elderly, learning and physical disabilities, mental health
  - Community: halls, meeting rooms, even public houses and churches, chapels, mosques etc.
  - Post Offices and shops
  - Leisure: playing fields and sports pitches, play areas, allotments and informal open space accessible to the public, (covered also by Policy SS5, sports and leisure centres
  - Emergency Services: police, fire, ambulance

### ***Policy SS4 – Community Facilities and Services***

**The range of services and facilities serving the Borough's communities will be protected by:**

- A Encouraging the provision and retention of good quality services and facilities which meet the needs of local communities and are accessible by public transport, cycling or on foot. Services and facilities which benefit the less mobile or more deprived members of the community and which maximise opportunities for people to improve their health and well being, will be given particular support.**



<b>B</b>	<p><b>Ensuring that needs are met in the most appropriate, effective and accessible way, by</b></p> <ul style="list-style-type: none"> <li>i) <b>locating widely used services and facilities in Whitehaven and the three smaller towns</b></li> <li>ii) <b>increasing provision of local community facilities, such as community centres and public open space, in Local Centres and villages identified as needing them</b></li> <li>iii) <b>improving the number and quality of facilities in areas of the Borough which exhibit higher than average levels of socio-economic deprivation – especially as regards health care, sports and fitness facilities where healthy living is an issue</b></li> <li>iv) <b>providing specifically for the leisure and recreational needs of older people</b></li> </ul>
<b>C</b>	<p><b>Guarding against the loss of land or buildings belonging to existing community facilities in all locations by:</b></p> <ul style="list-style-type: none"> <li>i) <b>wherever possible ensuring sites are retained for other forms of community use</b></li> <li>ii) <b>ensuring that satisfactory alternative provision is made where proposals for development will result in the justifiable loss of an existing service or facility, in accordance with Policy DM21</b></li> </ul>
<b>D</b>	<b>Allowing for the expansion and / or enhancement of existing community facilities to assist continuing viability, particularly in areas where new development will increase the demand for facilities</b>
<b>E</b>	<b>Where development proposals are likely to increase demand for certain community facilities and services the Council will expect developers to contribute to their provision, enlargement, improvement or enhanced maintenance, in accordance with Policy ST4 and Local Development Documents relating to infrastructure provision</b>

**5.5.3 Location of Community Facilities.** One of the key priorities for the Council is to ensure that the right level and quality of services and facilities is provided in each of the settlements across the Borough. Facilities should be of a scale appropriate to the type and size of settlement, with higher level services located in Whitehaven, Millom, Cleator Moor and Egremont. This is considered to be the most sustainable option to ensure that needs are met in the most effective and accessible way.

**5.5.4** The policy acknowledges that additional local services and facilities will be required within the Local Centres and villages. This should reduce the need to travel for key essential services, and improve the quality of life of residents within these areas.

**5.5.5 Community Facilities & Services for Specific Groups:** consultation responses have identified two priorities:

- the leisure and recreational needs of older people, for bowling greens, community gardens and allotments, and extra facilities for adult education, should be a specific consideration.
  - health and well-being should also be improved through for example providing better quality open spaces, public sports halls, car-free routes for cycling and walking, provision of allotments and an accessible network of health facilities.
- 5.5.6 Open space is also valuable as a component of green infrastructure, and this is covered in strategic terms in Policy SS5.
- 5.5.7 **Protection of Community Facilities & Services:** There has been wide support for the principle of protecting socially useful facilities, in all locations, from development pressures. In particular, land or buildings belonging to or providing community facilities should be protected from pressure from competing uses unless there is no demand, or sufficient alternative provision exists.

#### **Key Policy Context/Framework/References**

Planning for a Sustainable Future: White Paper (2007)  
 Circular 05/2005: Planning Obligations (2005)  
 PPS1: Delivering Sustainable Development  
 North West Regional Spatial Strategy Policy EM1 (2008)  
 Copeland Local Plan Policies SVC1-15 (2006)  
 Draft National Planning Policy Framework

## **5.6 Green infrastructure**

- 5.6.1 As well as Copeland's unbeatable wealth of countryside, its towns and villages have important areas of green space within their boundaries. These provide opportunities for passive or sporting recreation, habitats for wildlife, and make a positive contribution to the character of towns and villages. The Council is committed to protect and enhance such assets for the enjoyment of residents and visitors alike, together with the routes which connect them including footpaths, green-ways and cycleways.
- 5.6.2 'Green infrastructure' refers to the concept of developing a network of green spaces and other environmental features, including parks, open spaces (including small urban areas planted with trees), playing fields, woodlands and allotments. It should be connected where possible to the countryside via routes such as footpaths and cycleways functioning as 'wildlife corridors'. In principle green infrastructure also includes private spaces such as gardens, though this policy does not seek to exert control over them other than through the normal use of development management powers.
- 5.6.3 Green infrastructure has a dual role. In terms of settlement sustainability, it enhances the quality of life by supporting a framework

of open spaces of a range of sizes and purposes, which make places more attractive and promote better mental and physical health. Additionally, it can be managed to maintain and create wildlife habitats and corridors linking them, which promotes biodiversity. This aspect is dealt with under policy for the environment (ENV3).

***Policy SS5 – Provision and Access to Open Space and Green Infrastructure***

**Adequate provision and access to open space, and the development of the Borough's green infrastructure, will be promoted by:**

- A     Protecting against the loss of designated open space (including playing fields, play areas and allotments) within settlements, and of the access routes or wildlife corridors which connect them, whilst ensuring also that they are well maintained. Where it is necessary to build on land covered by this policy, equivalent replacement provision should be made.**
- B     Setting minimum open space standards for new development in accordance with Policy DM25**
- C     Promoting the establishment, improvement and protection of green infrastructure networks connecting open spaces with each other and with the countryside.**

- 5.6.4     An audit has been carried out in accordance with national guidance in PPG17. This has assessed the Borough's recreational assets against national standards, in some cases modified to suit local conditions. Shortfalls are identified in the Strategy for Infrastructure, which will inform future development and expansion of these assets. It will also be the base for developing an approach to funding improvements via developer contributions or the Community infrastructure Levy, guided by policy ST4. In implementing these policies the Council will also be mindful of Natural England's Accessible Natural Greenspace Standards and will seek, wherever feasible, to improve Copeland's performance in meeting them.
- 5.6.5     The Council may, in pursuing the aims of this policy, adopt standards which vary from national norms in order to respond to the needs of the people of Copeland. Any such variance will be published, and consulted on, in a Local Development Document.
- 5.6.6     Policy SS5 will support the protection of existing facilities such as sports pitches, parks, play areas and allotments, which will be designated in the Site Allocations DPD and Proposals Map. The Council will expect that new development plays its part in improving the extent, quality and accessibility of green space. This approach is complementary to that relating to other community facilities in policy SS4. The Council's proposed requirements for open space and landscaping are set out in Preferred Options Policy DM25.

**Key Policy Context/Framework/References**

PPG17 Planning for Open Space, Sport and Recreation (2002)

North West Regional Spatial Strategy Policy EM1 (2008)

Copeland Open Space Audit (2011)

## **6 Accessibility, Transport and Communications**

### **6.1 Introduction**

- 6.1.1 Many issues relating to transport are regulated outside the realm of land-use planning, and local projects are planned through the Cumbria Local Transport Plan produced by Cumbria County Council. However, the LDF has an important role to play in supporting delivery of the Local Transport Plan. It can allocate or safeguard land necessary for providing new transport infrastructure and ensure that new development is located where, and in such a way that, opportunities for supporting public transport, walking and cycling are maximised. New development can also deliver transport improvements that address its impact, via planning obligations.
- 6.1.2 Improvements to the current transport network and innovative approaches to working to promote more sustainable travel patterns are vital. Sustainable transport access at the key out of town employment sites in the Borough, namely the Westlakes Science and Technology Park and the Sellafield site should be explicitly encouraged. The Sellafield site in particular generates significant transport movements which can cause congestion during peak times. The proposed new nuclear power station adjacent to the Sellafield site would add further pressure to the existing network and it is therefore imperative that sustainable transport solutions are realised. Through a package of transport improvements and the relocation of non essential staff off the site to town centres sustainable travel will be encouraged, congestion reduced and site safety and security improved.
- 6.1.3 In addition, the Borough's relative geographic isolation must be countered by ensuring that the latest facilities for communications and access to information are available for all our communities.

### **6.2 Improving Accessibility and Transport**

- 6.2.1 The Spatial Development Principles (ST1) rely on new development being in the most sustainable locations, in transport terms. They also require the transport system to respond in a way which increases modal choice. Our approach to planning in the Borough is to make walking, cycling and using public transport easier, and to make the car less necessary as a mode of transport, especially for journeys to work and within and between neighbouring settlements.

#### ***Policy T1 – Improving Accessibility and Transport***

**The Council will support transport improvements that maximise accessibility for all modes of transport but particularly by foot, cycle and public transport.**

- A Priority will be given to improving the accessibility of the Borough's key development and regeneration sites, town and village centres, service, employment and transport hubs, and rural areas**

**B** Where appropriate land will be allocated or safeguarded to facilitate the following transport priorities for the Borough:

- i) Whitehaven Town Centre Transport Interchange
- ii) Whitehaven Town Centre Enhancements Scheme
- iii) Pow Beck spine road
- iv) A595 Whitehaven Eastern Relief Road / Bypass
- v) A595 capacity improvements
- vi) Improvements to the A5086
- vii) Maintaining and improving the stations, infrastructure and services on the Cumbria Coastal Railway
- viii) Improvements and enhancements of the footpath and cycle network to improve accessibility by these modes

The Council will support schemes which improve transport including park and ride facilities for areas of employment and new development sites, freight transfer facilities and other rail-related improvements.

**C** Better connections will be sought outside the Borough to:

- i) Key employment sites, service centres and transport hubs, including Lillyhall Business Park, Workington, Barrow in Furness and Carlisle
- ii) Regional and national transport links including the A66, M6, A595, A5092, A590 and West Coast Main Line

**D** Planning obligations for developments at all major new development<sup>1</sup> sites will be sought to maximise their accessibility, especially by supporting improvements to rail and public transport access through Travel Plans. Contributions will also be co-ordinated to assist with the delivery of the wider transport priorities for the Borough.

**E** Transport system improvements must include measures to upgrade the environment, safety and convenience of the system and its setting.

**F** A Parking Strategy will be developed to set out guidance for incorporating car parking in new developments with appropriate parking standards and for managing parking in the Borough.

Detailed requirements for all transport developments are set out in Development Management Policy DM22.

6.2.2 In order to address the transport-related issues facing the Borough and strike a good balance in improving accessibility to meet economic, social and environmental objectives, Policy T1 includes a combination of improvements.

6.2.3 **Accessibility to key sites:** given the focus of development and regeneration in the Borough's key towns, where accessibility by foot,

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<sup>1</sup> Major development relates to sites greater than 0.5 hectares or comprising 10 or more dwellings

cycle and public transport is greatest, priority needs to be given to improving links to key out of town sites by sustainable modes. Sustainable travel should be actively promoted through travel planning at the key employment sites at the Westlakes Science and Technology Park and Sellafield.

- 6.2.4 **Land for transport priorities:** Policy T1 establishes the principle for safeguarding or allocating land to deliver the key transport priorities that have been identified for the Borough. Details of the land and boundaries will be set out in the Site Allocations document.
- 6.2.5 **Connections outside the Borough:** good access to employment locations, service centres and transport hubs outside the Borough is essential to enable the people of Copeland to have a choice of sources of work and services – which may not be available in the Borough. Better links to regional and national networks such as the A66, M6 and West Coast Main Line are essential components in reducing perceptions of the Borough's remoteness.
- 6.2.6 **Development and transport improvements:** planning obligations will have a key role in securing improvements to transport infrastructure, especially improvements that will improve and encourage the use of public transport and rail infrastructure. The Council will seek to ensure that any major new development<sup>2</sup>, especially the delivery of new energy schemes in the national interest, will be accompanied by major investment in transport improvements. Where possible, developer contributions will also be co-ordinated to help deliver the transport priorities for the Borough, and to ensure that such improvements deliver long term benefits to communities in Copeland. Travel Plans will be used to ensure that travel demands arising from any major new development - at Sellafield and other sites throughout the Borough - will make the best use of existing and new public transport infrastructure. The Council will also expect improved transport safety and attention to traffic environments to feature in all new development proposals.
- 6.2.7 Further details with regard to assessing the transport impact of development and requiring transport improvements are set out in ER1 and Policy DM22.
- 6.2.8 **Parking strategy:** Policy T1 also proposes the development of a parking strategy that will set out details on how car parking should be provided in new developments. This strategy will set the car parking standards that will be applied in Development Management Policy DM22. In the interim, standards set out in RSS will be used as a guide. The strategy will also focus on the management of parking in the Borough.

### 6.3 Improving Information and Communication Technology

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<sup>2</sup> Major development relates to sites greater than 0.5 hectares or comprising 10 or more dwellings

- 6.3.1 Improvements to communications technology and access to information are essential to counter the Borough's relative geographic isolation. These technologies can reduce the need to travel and the number of car journeys made, for example through the provision of services online, teleconferencing and home working. They are also essential for stimulating and supporting economic growth, providing opportunities for existing businesses and are vital to attracting new businesses to the Borough.

***Policy T2 – Information and Communications Technology***

**Developments which seek to extend or improve connectivity through existing and emerging telecommunications in all parts of the Borough will be supported subject to appropriate safeguards.**

**Details of these safeguards and other requirements can be found in Development Management Policy DM23.**

- 6.3.2 **Communications/information technology:** The Council will support the development of new technologies and where possible assist with extensions or upgrading of telecommunications, high speed broadband etc. However, the number of masts and sites for such installations should be kept to a minimum and appropriate safeguards are necessary to protect sensitive sites.

**Key Policy Context/Framework/References**

PPG13: Transport (2001)  
North West Regional Spatial Strategy (RSS) Policies RT1, RT2, RT10 & CNL1 (2008)  
Cumbria Local Transport Plan (LTP2) 2006-2011 (2006) and emerging LTP3 (ongoing)  
Cumbria and the Lake District Joint Structure Plan Policy T29 (2006)  
Sustainable Community Strategy for **West Cumbria** (2007)  
Britain's Energy Coast: A Masterplan for West Cumbria (2007)  
Copeland Local Plan Policies TSP4-TSP10 (2006)



## 7 Environmental Protection and Enhancement

### 7.1 Introduction

7.1.1 One of the most important roles of the planning system is the protection and enhancement of the environment. The Council is expected by Government to develop policies for a wide range of environmental topics, which are dealt with in turn below.

- Flood Risk (Policy ENV1)
- Coastal Management (Policy ENV2)
- Biodiversity and Geodiversity (Policy ENV3)
- Built Environment and Heritage (Policy ENV4)
- Landscape (Policy ENV5)
- Access to the Countryside (Policy ENV6)

### 7.2 Flood Risk

7.2.1 Policy ENV1 develops the strategic approach towards flood risk and flood management introduced in policy ST1A(ii) and addresses any flood risk associated with development.

#### ***Policy ENV1 – Flood Risk and Risk Management***

**The Council will ensure that development in the borough is not prejudiced by flood risk through:**

- A Permitting new build development only on sites located outside areas at risk of flooding, with the exception of some key sites in Whitehaven**
- B Ensuring that developments on important regeneration sites in Whitehaven Town Centre and Harbourside and Pow Beck Valley are designed to address the existing levels of flood risk without increasing flood risk elsewhere**
- C Ensuring that new development does not contribute to increased surface water run-off through measures such as sustainable drainage systems, where these are practical. Where they are not this should be achieved by improvements to drainage capacity**
- D Supporting measures to address the constraints of existing drainage infrastructure capacity and avoiding development in areas where the existing drainage infrastructure is inadequate.**
- E Support for new flood defence measures to protect against both tidal and fluvial flooding in the borough, including appropriate land management as part of a catchment wide approach.**

**Individual development proposals will be assessed with regard to Development and Flood Risk under Preferred Policy DM23.**

- 7.2.2 The Copeland Strategic Flood Risk Assessment (2007) indicates the areas that are at risk from flooding in the borough. More recent flood risk maps are available on the Environment Agency website and these are updated on a quarterly basis. Flood risk areas are generally tidal areas of the coast and stretches of rivers and becks in the borough. However, there are also areas that are at risk as a result of rapid surface-water run-off, restricted sewer capacity, poor drainage maintenance and culverts.
- 7.2.3 New development will only be permitted where flood risk is minimal. Exceptions to this rule will be some key sites in Whitehaven Town Centre and Harbourside and Pow Beck Valley. These sites are important to the overall regeneration of Whitehaven and are likely to pass the Exceptions Test as described in PPS25 (paragraphs 18-20), provided that design features sufficiently address levels of flood risk. Such features include raised floor levels, sufficient means of escape and refuge areas.
- 7.2.4 The Council wishes to ensure that new developments, where appropriate, incorporate sustainable drainage measures to minimise surface run-off. Improvements to drainage capacity, whether delivered through developer obligations or through general infrastructure improvements, will be supported, as will proposals for new sustainable flood defence measures.
- 7.2.5 In addition to engineered solutions the Council want to encourage appropriate land management techniques to prevent and control flooding. An example of this would be planting trees that would help to create a physical barrier to water, supporting the soil structure and soaking up water.
- 7.2.6 Responsibilities for flood risk have changed recently and whilst the Environment Agency is still responsible for coastal and fluvial flood risk, Cumbria County Council is now the lead Local Flood Authority with responsibility for surface water flooding. The County Council is therefore preparing a Surface Water Management Plan. The purpose of this is to understand the causes of surface water flooding and agree the most cost effective way of managing this risk. A Preliminary Flood Risk Assessment has been undertaken to identify and map properties and critical infrastructure at risk. Ultimately the County Council will prepare a Local Flood Risk Management Strategy that will seek to manage risk in the longer term. It is expected that this will be completed in the next 2 to 3 years.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
PPS25: Development and Flood Risk (2010)  
Copeland Level 1 Strategic Flood Risk Assessment (2007)  
Shoreline Management Plan 2 (2011)  
Environment Agency Management Plans (2009)  
Cumbria Surface Water Management Plan (2011)

### **7.3 Coastal Management**

- 7.3.1 The complexity of the coast and its ecology requires integrated planning and management, and coordination between the Local Development Framework and the wide range of plans and strategies such as the Shoreline Management Plan, Marine Conservation Zones, Colourful Coast, and tourism strategies. The coast can act as a stimulus for regeneration through opportunities for growth in coastal tourism and developing and diversifying the maritime economy. However, considerable lengths of our coastline remain undeveloped or even remote, and require planning and managing sensitively to retain their character.

#### ***Preferred Options Policy ENV2 – Coastal Management***

**To reinforce the Coastal Zone's assets and opportunities the Council will:**

- A Promote the developed coast as a destination for leisure, culture and tourism, with strong links to Whitehaven Harbour / town centre in the north and to Millom in the south**
- B Maximise opportunities along the undeveloped coast for tourism and outdoor recreation through support for the North West Coastal Trail and Colourful Coast projects**
- C Support the management of more of the undeveloped coast for biodiversity**
- D Support energy generating developments that require a coastal location along the undeveloped coast, provided that the potential impacts on biodiversity, landscape and heritage assets are carefully assessed against the benefits. Where negative impacts are likely these must be mitigated against and compensated for**
- E Protect the intrinsic qualities of the St Bees Head Heritage Coast in terms of development proposals within or affecting views from the designation. At the same time encourage schemes which assist appropriate access to and interpretation of the Heritage Coast area**

**F Work with partners to manage the risks associated with coastal erosion and flooding and ensure that all new development is located outside areas at risk**

- 7.3.2 Balance of coastal development: Copeland's coastline consists of:
- Developed coast, which includes Whitehaven Harbour, Sellafield, Seascale and Haverigg
  - Undeveloped coast, which includes some of Cumbria's best bathing beaches, a significant number of nature conservation and wildlife sites, and high quality landscapes. Much of it is edged by the Cumbrian Coast Railway
- 7.3.3 ENV2 retains the current balance of developed and undeveloped coast, whilst allowing for energy generating development i.e. nuclear, renewables etc. which require a coastal location.
- 7.3.4 The **developed coast** is where the majority of coast-related tourism, leisure and cultural development should be focussed, particularly in Whitehaven and Millom.
- 7.3.5 Along the **undeveloped coast** it is important to conserve and enhance biodiversity, the landscape and historic assets, and enable opportunities for an appropriate level of outdoor recreation and tourism. There is also potential for renewable energy generation. Whilst there will be general restriction on the undeveloped coast, nuclear and renewable energy development proposals will be permitted provided that their environmental impacts are carefully assessed against the benefits.
- 7.3.6 Managing more of the undeveloped coast for biodiversity is a priority. There are some coastal species and habitats present that are nationally important and they have a significant role to play in attracting visitors to Copeland.
- 7.3.7 **St Bees Head Heritage Coast:** Heritage Coasts are a national designation of landscape quality and the headland at St Bees is the only Heritage Coast in North West England. It is very important as a bird habitat and hosts an SSSI/RSPB Reserve along the sandstone cliffs. A management plan that protects and enhances this stunning landscape, whilst encouraging visitors and residents to use it recreationally, is required.
- 7.3.8 **Copeland Coastal Design Guide:** The Council are currently preparing a design guide for the borough's beaches. This will cover the type

**Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
North West Regional Spatial Strategy (RSS) Policy RDF3 (2008)  
Copeland Level 1 Strategic Flood Risk Assessment (2007)  
Shoreline Management Plan 1 & 2 (Ongoing)

## **7.4 Biodiversity and Geodiversity**

- 7.4.1 Habitats and wildlife are important in their own right, and also provide an attractive and healthy environment for the borough's residents and visitors. The Council recognises that maintaining a healthy ecosystem brings economic benefits in terms of ecosystem services and that striking a balance between protection and the enjoyment of Copeland's natural assets is a key concern.
- 7.4.2 Many geodiversity sites coincide with sites of biodiversity importance and often it is the geology and geomorphology of an area that helps to support important species and habitats. The Council appreciates this relationship and is committed to protecting all of these features.
- 7.4.3 Policy ENV3 below outlines how the Council will protect and enhance the biodiversity and geodiversity of the plan area.

### ***Policy ENV3 – Biodiversity & Geodiversity***

**The Council will contribute to the implementation of the Cumbria Biodiversity Action Plan within the plan area by seeking to:**

- A Improve the condition of internationally, nationally and locally designated sites;**
- B Ensure that development incorporates measures to protect, enhance and build on any biodiversity interest;**
- C Enhance, extend and restore priority habitats and look for opportunities to create new habitat;**
- D Protect and strengthen populations of priority or other protected species**
- E Boost the biodiversity value of existing wildlife corridors and create new corridors to develop a functional Ecological Network**
- F Restrict access and usage where appropriate and necessary in order to conserve an area's biodiversity value**

**Policy DM24 supports this policy, setting out the detailed approach towards managing development proposals that are likely to have an effect on nature conservation sites, habitats and protected species.**

- 7.4.4 This policy sets out a combined and proactive approach to protect and enhance designated sites, wildlife corridors and protected species in the borough. There are a number of designated sites in the Copeland plan area, ranging from European sites of international importance to locally important County Wildlife Sites. A full list of the designated sites within the Copeland plan area is shown in table ??? below. The locations of nationally and internationally important sites will be shown on the Proposals Map.

- 7.4.5 The Cumbria Biodiversity Action Plan (BAP) contains action plans to boost habitats and species in Cumbria. It sets out objectives for the protection and enhancement of biodiversity, which are reflected in the Council's preferred policy outlined above.
- 7.4.6 There is also a commitment to extend, restore and create new areas of priority habitat. A regional 'Indicative Biodiversity Resource and Opportunity Diagram' was published in the North West RSS. However, a more detailed version for Cumbria would be useful in terms of highlighting opportunities to do this.

**Table ??? – Designated sites of biodiversity importance within the Copeland plan area**

Site Type	Designation Type	Site Name
Special Protection Areas	European	Duddon Estuary
Special Areas of Conservation	European	Drigg Coast Duddon Mosses Morecambe Bay
Sites of Special Scientific Interest	National	St Bees Head Clint's Quarry Florence Mine Black Moss Haile Great Wood Low Church Moss Silver Tarn, Hollas and Harnsey Mosses High Leys Yeathouse Quarry Hallsenna Moor Drigg Coast Drigg Holme Duddon Mosses Duddon Estuary
Ramsar Sites	International	Duddon Estuary
National Nature Reserves	National	Hallsenna Moor High Leys
Local Nature Reserves	Local	Millom Iron Works
County Wildlife Sites	Local	High Park (nr Arlecdon) Gilgarran Plantation Studfold Willow Patch Sandbeds Meadow Low Leys Meadow Hunterhow Mire High Leys Meadow Rowrah Hall Quarry Salter Wood Yeathouse Quarry Parkside Pond Birkhouse Pond Rheda South Park Dub Beck Moresby Moss Bonnywood Redness Point Andrews Gill

Site Type	Designation Type	Site Name
		Cunning Point and Cat Gill Castle Park Wood Midgey Gill Woodhouse Quarry Roska Park and Bellhouse Gill Wood Stanley Pond Rottington Common Brown Bank Mire Longlands Lake River Ehen Pond Fish Hatcheries Oxenriggs Pond Carlton Moor Wood Gibb Tarn Braystones Coast Starling Castle Sellafield Tarn Terrace Bank Wood Ponsonby Tarn Seascale Dunes and Foreshore Bleawath Bog Gaitskell Wood Brownbank Moss Silver How Bog Panope Bog Seascale River Irt Grassland Kirksanton Moss Brocklebank Wood Bleamoss (Dunningwell) High Boghouse Woods Fox's Wood Lowscapes Bank Hole House Wood Sheephouse Wood Nicle Wood Beck Wood (Millom) Butts Foot Wood Millom Marsh High Brow Meadows (The Hill) Raylands Wood

#### Key Policy Context/Framework/References

PPS7: Sustainable Development in Rural Area (2004)  
PPS9: Biodiversity and Geological Conservation (2005)  
PPS5: Planning for the Historic Environment (2010)  
Planning for Biodiversity and Geological Conservation: A Guide to Good Practice (2006)  
Government Circular ODPM 6/2005: Biodiversity and Geological Conservation (2006)  
UK Biodiversity Action Plan (2007)  
North West Regional Spatial Strategy (RSS) Policy EM1 (2008)  
Cumbria Sustainability Framework (Ref)

Cumbria Biodiversity Action Plan (2001)  
 The Cumbria Biodiversity Evidence Base for Cumbria Authorities (2008)  
 Cumbria Landscape Strategy (1998)  
 Community Strategy District Biodiversity profiles?  
 Cumbria and the Lake District Joint Structure Plan Policies E37 & E38 (2006)  
 Copeland Local Plan Policies DEV1-6 & ENV1-10 (2006)

## **7.5 Built Environment & Heritage**

- 7.5.1 The Copeland plan area contains nearly 600 listed buildings and features, and part of the Hadrian's Wall World Heritage Site, a roman fort at Moresby. In addition to this there are eight conservation areas in the borough. The Council wants to ensure that these features are conserved and enhanced where possible, and that they contribute to heritage led regeneration within the main settlements.
- 7.5.2 ENV4 sets out the Council's approach to enhancing the quality of the borough's built environment and heritage assets. It is linked to the strategic principle in Policy ST1C.

### ***Policy ENV4 – Heritage Assets***

**The Council's policy is to maximise the value of the borough's heritage assets by:**

- A Protecting listed buildings, conservation areas and other townscape and rural features considered to be of historic, archaeological or cultural value**
- B Supporting proposals for heritage led regeneration, ensuring that any listed buildings or other heritage assets are put to an appropriate, viable and sustainable use**
- C Strengthening the distinctive character of the borough's settlements, through the application of high quality urban design and architecture that respects this character and enhances the settings of listed buildings**

**Policy DM26 supports this policy, setting out the Council's approach to development which affects built heritage and archaeology.**

- 7.5.3 This policy stresses the twin need to both protect assets of established heritage value, and to draw upon that heritage to create places of quality and character. Not all listed structures are buildings. There are listed features such as doorways, piers, lighthouses etc which, if well maintained, can contribute significantly to a sense of place.
- 7.5.4 There are also areas of archaeological significance that should be preserved for their potential to provide the enjoyment of discovery and



the associated educational value of this, not just for ourselves but for future generations.

- 7.5.5 The main risk to our heritage assets, especially the many listed buildings is that they fall into disuse, become derelict and have to be demolished. The Council is keen to avoid situations like this and therefore will be supportive of any proposal that can bring a vacant listed building back into use, where that use is viable, sustainable and appropriate to its particular location.

#### **Key Policy Context/Framework/References**

PPS5: Planning for the Historic Environment (2010)  
PPS7: Sustainable Development in Rural Areas (2004)  
North West Regional Spatial Strategy (RSS) Policy EM1 (2008)  
Copeland Local Plan Policies DEV1-6 & ENV25-37; plus Conservation Area policies (2006)

## **7.6 Landscape**

- 7.6.1 Copeland contains some of the most spectacular and famous landscapes in England and ensuring that these are protected and enhanced is one of the Council's top priorities. Strategic policy ST1C states that one of the Council's development principles is to protect the borough's valued assets, including its landscapes. Policy ENV5 develops this principle, providing a more detailed approach.

### ***Policy ENV5 – Protecting and Enhancing the Borough's Landscapes***

**The borough's landscapes will be protected and enhanced by:**

- A Protecting all landscapes from inappropriate change by ensuring that development does not threaten or detract from the distinctive characteristics of that particular area.**
- B Where the benefits of the development outweigh the potential harm, ensuring that the impact of the development on the landscape is minimised through adequate mitigation, preferably on-site**
- C Supporting proposals which enhance the value of the borough's landscapes**

- 7.6.2 The issue of landscape protection in the borough is complex. Much of Copeland is, of course, within the Lake District National Park. There were a number of areas designated in the Copeland Local Plan 2001-16 as Landscapes of County Importance and the only other heritage landscape designation is the St Bees Heritage Coast (national designation). The approach to landscapes outside nationally protected areas is changing. The emphasis is now on Landscape Character

Assessment and protecting landscapes through sensitive development management based on the Assessment, rather than rigid designations.

- 7.6.3 Cumbria County Council undertook a Historic Landscape Characterisation Programme (published in 2009) and also published a Landscape Character Assessment Guidance and Toolkit in 2011 to help planners and developers protect the intrinsic qualities of the county's landscape assets. Pending a more detailed Assessment, to be undertaken for the Copeland plan area, the Council will continue to use the Landscapes of County Importance designation in development management decisions.
- 7.6.4 In applying this policy, the Council will seek to ensure that potential development impacts on landscape character are minimised via adequate mitigation measures. This will include requirements for development proposals to be submitted with landscaping schemes. Policy DM25 expands on this.

#### **Key Policy Context/Framework/References**

North West Regional Spatial Strategy (RSS) Policy EM1 (2008)

Copeland Local Plan Policy ENV9 (2006)

Cumbria Landscape Character Assessment Guidance and Toolkit (2011)

## **7.7 Countryside Access**

- 7.7.1 Copeland is very fortunate to contain some of the most beautiful areas of the Lake District National Park and large areas of pleasant open countryside with good access from the main centres of population. It is important to protect and enhance this for the borough's residents and visitors.

### ***Policy ENV6 – Access to the Countryside***

**The Council's policy is to ensure access to the countryside for residents and visitors by:**

- A Identifying opportunities to provide or improve access on routes and gateways from settlements and to secure the implementation of improvement measures with key partners and developers**
- B Investigating opportunities for reclaiming contaminated and derelict land for recreation purposes.**
- C Identifying potential for the development of a community forest, long distance walks or outdoor adventure activity centre**

- 7.7.2 Existing Public Rights of Way are protected in law and therefore do not need policy protection. The Countryside and Rights of Way Act 2000 introduced a statutory right of access on foot for open air recreation to

mountain, moor, heath, down and registered common land. This policy seeks to help local people and visitors to exercise that right.

- 7.7.3 The Council is also keen to explore the concept of a community forest or similar major countryside resource which could combine some sustainable woodland energy contribution with opportunities for recreation and pursuits like forest trailing and outdoor adventure type activities. A broad location will be to be identified as a Tourism Opportunity Site in the Site Allocations DPD. This would most likely be located within the area to the south and west of Egremont, joining up existing areas of woodland and providing some landscaping for any new development taking place on the site immediately north of Sellafield. Agreement needs to be reached with landowners and other stakeholders before a definitive scheme is formalised.

Key Policy Context/Framework/References

PPS9: Biodiversity and Geological Conservation (2005)  
North West Regional Spatial Strategy (RSS) Policy EM1 (2008)  
Cumbria Rights of Way Improvement Plan (2007)  
Copeland Local Plan Policies ENV13 & TSP5 (2006)  
Copeland Open Space Audit (anticipated 2010)

## 8 MONITORING FRAMEWORK

### 8.1 Implementation of the Core Strategy

- 8.1.1 The Core Strategy must be capable of being implemented. In order to do so it is important that a clear and concise framework is developed. It should give a clear indication of who is responsible for implementing policies and proposals, and where resources will be obtained. The Monitoring Framework complements the Strategy for Infrastructure, which deals more directly with implementation, giving a guide to what is needed if the Core Strategy's objectives are to be realised in full.

### 8.2 Monitoring Arrangements

- 8.2.1 It is important that the plan can be easily monitored. An Annual Monitoring Report will be prepared by the end of each calendar year, looking at:
- ■ How our policies are working in practical terms
  - ■ How our policies are being implemented – for example, sites being taken up and developed
  - ■ How our plans and policies are affecting wider indicators – unemployed, deprivation and similar matters that are part of the monitoring system that has been developed, and
  - ■ How the Local Development Framework programme is progressing (and whether any adjustment is required)
- 8.2.2 The Core Strategy will therefore be subject to detailed annual monitoring by the Council as part of the Local Development Framework Annual Monitoring Report and Sustainability Appraisal monitoring processes. We also intend to produce a more comprehensive review, probably every five years, to determine whether the strategy and policies might require any significant modifications through a revision of the Core Strategy.
- 8.2.3 If relevant targets and thresholds are not achieved during the proposed phasing timescales, the policy / proposal and target will be reviewed to assess whether any alteration or modifications should be made, and feed into the revision of the Core Strategy. The need to undertake any such revision will generally be taken through consideration of the cumulative effects of targets not being met rather than one individual target not being achieved. This is in accordance with the plan-monitor-manage approach. All monitoring reports will be adopted by the Council as public documents.
- 8.2.4 The following framework (Figure 10.1) purely relates to monitoring and does not deal directly with implementation, (whilst being relevant to it by virtue of describing the degree of success achieved over time in realising the Plan's objectives).

- 8.2.5 The aim of this Framework is to set out a range of monitoring criteria which will give a rounded picture of progress in implementation of the Core Strategy, whilst at the same time creating the base for a coherent and reasonably concise Annual Monitoring Report (AMR). Thus it does not contain an indicator for every policy, being based on the Core Strategy objectives from which the policies flow.
- 8.2.6 In addition to the measures set out in Figure 10.1, the AMR will continue to contain contextual indicators, which will be used as general measures relating to fulfilment of Core Strategy objectives. These are summarised in Figure 10.2, along with a list of the measures included in 10.1, to give a clear indication of AMR content.

### **8.3 Nuclear new build**

- 8.3.1 When detailed proposals for the projected Sellafield power station emerge, the Council will, in negotiations with the developer and representations to the Major Infrastructure Service considering the application for a Development Consent Order, seek 'in kind' inputs or financial contributions from the developer for
- mitigation of the effects of construction on the day-to-day operations of the community;
  - mitigation of any damaging effects to the local economy, for example via labour shortages, pressure on services or unfavourable impacts on tourism generation;
  - 'community benefit' funds;
  - 'legacy' for example in the turning over of worker facilities for community use, or the creation from land used by the contractors of sites ready for re-use.
- 8.3.2 This is summarised in Figure 10.1 as 'Potential for input related to nuclear new build'.
- 8.3.3 The same approach would be adopted for other Nationally Significant Infrastructure Projects.

**Figure 10.1: Monitoring Framework and outputs**

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Economic Opportunity and Regeneration</b>					
<b>1. Support renewable and low carbon energy</b>	13	ER1 ER2 ER3	Nuclear new build – developer; Renewable energy development – developers; facilitated by Borough Council by various means including development management role, supported by BECWC.	Within existing budgets	Renewable energy developments (where acceptable on environmental grounds) given consent
<b>2. Promote diversification of rural and urban economic base</b>	11,13	ER10 ER11	CBC performing development management role. Pursuance of initiatives in partnership with BECWC, County Council and other appropriate partners.	Within existing budgets	Business start-up data Number of farm diversification developments approved
<b>3. Provide wide range of high quality employment sites and premises</b>	13	ER4 ER5	CBC; allocation of sites. CBC in co-operation with County Council and BECWC; promotion, attraction of inward investment. Potential for input related to nuclear new build ('legacy').	Within existing budgets	Site availability as allocated in Allocations DPD (target adoption 2013) % available area with planning consent Floorspace built per annum
<b>4. Promote vitality and viability of town centres</b>	13,16	ER7 ER8 ER9	CBC co-operating with Chamber of Trade and others to explore means of developing town centre vitality.  Potential for input related to nuclear new build.	Within existing budgets	Number/% shop units (and % floorspace when surveyed) vacant
<b>5. Support education/skills development</b>	11,12,13	ER11	CBC, County Council as Education Authority, BECWC, NDA. Potential for input related to nuclear new build.	Within existing budgets	Annual analysis of relevant development approved. Data; people with qualifications

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Sustainable Settlements</b>					
<b>6. Focus major development in Whitehaven</b> <b>Encourage development in towns</b>	2, 10, 13, 14, 16.	ST2 ER6 ER7 ER8 ER9	Adoption and implementation of Whitehaven SPD – CBC in partnership with Chamber of Trade, Harbour Commissioners. Approval of key developments (see ST3 and Whitehaven locality strategy) - CBC Securing projects identified in Strategy for Infrastructure – CBC, County Council, Cumbria PCT or successor, BECWC, United Utilities Potential for input related to nuclear new build.	Within existing budgets	Progress on bringing identified sites into use. % of new approved floorspace in each town (target; percentages in paragraph 3.xx) Provision of new facilities identified in Infrastructure Strategy.
<b>7. Balanced housing market</b>	11,15	SS1 SS2 SS3	House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	Number and mix of approved dwellings Number/% of approved homes which are affordable (target xx%)
<b>8. Sustainable settlements meeting community needs</b>	11,15	SS2 SS3 ENV6	House builders, social housing providers, CBC exercising planning powers.	Developer input Continuing external funding needed for social housing.	% of approved/constructed homes in each town and in local centres (target; percentages in para. 3.xx)
<b>9. Ensure high standards of development</b>	2,4, 6,11.	ST1	CBC through exercise of development management function.	Within existing budgets	% homes approved to 'lifetime homes' standard
<b>10. Support sustainability of rural communities</b>	2, 10, 13.	SS4	Potential for input related to nuclear new build.	Within existing budgets	Provision of new facilities identified in Infrastructure Strategy.

Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Accessibility and Transport</b>					
<b>11. Support broadband access</b>	10, 13, 14.	T2	'Accessible Cumbria' high speed broadband project managed by County Council, supported by other public sector networks.	External funding and commercial support being sought.	Progress on achieving project aims.
<b>12. Improve access to employment and services by sustainable transport modes</b>	10, 17.	T1 SS4 ENV6	CBC in partnership with County Council and transport operators promoting and implementing relevant schemes. Achievement of relevant projects identified in Strategy for Infrastructure. Achievement of Policy ST2 is deemed to contribute towards fulfilling this objective by concentrating house building in locations with access to services. Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Industrial/commercial developments with travel plans. Progress on projects identified in Infrastructure Strategy. Annual analysis of development supporting or undermining achievement of ST2
<b>13. Develop and maintain transport networks linking to key routes</b>	17	T1	Local Transport Plan (LTP3 includes capacity improvements to A595 Sellafield to Egremont); County Council. CBC and others working with rail operators. Potential for input related to nuclear new build.	Capital funding and, where appropriate, developer contributions will be sought.	Progress on projects identified in Infrastructure Strategy.



Objective	S A Framework objectives	Core Strategy policies	Implementation	Resource Implications	Measure of progress (Target where applicable)
<b>Environmental Protection and Enhancement</b>					
<b>14. Adapt to impacts of climate change; minimise flood risk, improve tree cover, wildlife corridors</b>	1,4,5,8	ENV1 ENV2 ENV3	CBC exercising development management function. CBC with partners (developers, national Trust and other environmental bodies, support from BECWC) securing improved tree cover/wildlife corridors Potential for input related to nuclear new build.	Within existing budgets	% inappropriate development in floodplain (target; zero except Whitehaven town centre) Annual analysis of developments contributing to tree cover/wildlife corridors
<b>15. Promote recycling and waste minimisation</b>	9	ST1A	CBC through development management function and as waste collection authority; County Council; working with waste management contractor.	Within existing budgets	% domestic waste recycled and other waste management indicators as available.
<b>16. Protect and enhance landscapes</b>	1,2,11	ENV5	CBC in co-operation with natural England, National Trust and other environmental bodies as appropriate.	Within existing budgets	
<b>17. Protect and enhance built environment assets</b>	2,11	ENV4	CBC in co-operation with English Heritage and through encouragement of appropriate development. Developer contributions where appropriate.	Within existing budgets	Number of buildings at risk (target; zero by 2020). Annual analysis of development helping to improve built heritage.
<b>18. Protect and enhance biodiversity</b>	1,3	ENV3	CBC in co-operation with County Council, Environment Agency and Natural England. Developer contributions where appropriate.	Within existing budgets	Local sites in positive management (former NI197 indicator) Performance of Cumbria BAP indicators.

<b>Objective</b>	<b>S A Framework objectives</b>	<b>Core Strategy policies</b>	<b>Implementation</b>	<b>Resource Implications</b>	<b>Measure of progress (Target where applicable)</b>
<b>19. Safeguard natural resources, address impacts of mining etc.</b>	3,7	ENV5	CBC in co-operation with landowners and through seeking solutions for problems sites. Potential for input related to nuclear new build.	Within existing budgets	

**Figure 10.2 Proposed Annual Monitoring Report content**

Policy ref.	Indication by textual analysis	Quantitative indicator	Target
<b>Economic Opportunity and Regeneration</b>			
ER1-6 ER10	Annual analysis of relevant development approved; <ul style="list-style-type: none"> <li>nuclear sector;</li> <li>support infrastructure;</li> <li>progress on key sites/locations;</li> <li>employment site public realm;</li> <li>tourism sector</li> </ul>	Contextual data; <ul style="list-style-type: none"> <li>employment, job creation, unemployment, vacancy figures;</li> <li>business start-up data e.g. VAT registration/deregistration.</li> </ul>	New employment floorspace distributed in line with targets in ST2/para. X.xx  More start-ups than failures.
ER2		Renewable energy developments (where acceptable on environmental grounds) given consent	
		Number of farm diversification developments approved	
ER4,ER6	Progress on bringing identified sites (until Allocations DPD adopted, Local Plan sites) into use.	Area of land available – measured by type and condition, and by locality. % available area with planning consent Floorspace built per annum	Allocations DPD adopted by end or 2013.
ER7-9	Town centre health checks when carried out.	Number/% shop units (and % floorspace when surveyed) vacant New floorspace in each town (as a % of that previously existing)	Continuing reduction.
ER10	Annual analysis of tourism	Visitor numbers	

	development trends	Revenue and numbers employed	
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Policy ref.	Indication by textual analysis	Quantitative indicator	Target
ER11	Annual analysis of progress in developing enterprise and skills.	Contextual data; people with qualifications	Continuing increase.
<b>Sustainable settlements</b>			
SS2, SS3		Number and mix of approved dwellings	Minimum 230, aspiration 300 dwellings completed per year
SS3		Number/% of approved homes which are affordable	Affordable homes xx% of total approved and constructed
ST2		% of approved/constructed homes in each town and in local centres	Achievement of development distribution specified in para. 3.xx
SS1		% homes approved to 'lifetime homes' standard	
SS4	Analysis of state of service centres, including provision of new facilities as identified in Strategy for Infrastructure.		
<b>Accessibility</b>			
T1, T2	Provision of new facilities identified in Infrastructure Strategy.		
T1		Industrial/commercial developments with travel plans.	
T2	Progress on achieving 'Accessible Cumbria' project aims.		

Policy ref.	Indication by textual analysis	Quantitative indicator	Target
T1 ST2	Annual analysis of development supporting or undermining achievement of ST2	Proportion of housing development in accessible locations	Continuing improvement.
<b>Environmental enhancement and protection</b>			
		Contextual indicators; air and water quality. % domestic waste recycled and other waste management indicators as available.	
ENV1		Number of developments given consent against Environment Agency flood risk advice.	Zero (excluding Whitehaven town centre)
ENV2	Annual analysis of progress against coastal management policy objectives.		
ENV3	Annual analysis of developments contributing to tree cover/wildlife corridors	Local sites in positive management (former NI197 indicator)	
ENV4	Annual analysis of development helping to improve built heritage.	Number of buildings at risk (target; zero by 2020). Number of developments given consent against English Heritage advice.	No buildings or ancient monuments at risk in the Borough by 2020.
ENV5 ENV6	Annual analysis of progress including provision of new facilities identified in Strategy for Infrastructure.	Contextual; performance of relevant Cumbria BAP indicators. Condition of protected sites. Developments where developer contributions secured for green	

		infrastructure.	
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- **APPENDIX 1: LIST OF SUPERSEDED POLICIES**





## • APPENDIX 2: GLOSSARY

<b>The Act</b>	The Planning and Compulsory Purchase Act 2004.
<b>Adoption</b>	The final confirmation of a development plan or Local Development Document as having statutory status.
<b>The Planning Act (2008)</b>	The Planning Act 2008 introduces a new system for approving major infrastructure of national importance, such as harbours and waste facilities, and replaces current regimes under several pieces of legislation. The objective is to streamline these decisions and avoid long public inquiries.
<b>Affordable Housing</b>	Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should also include a provision to ensure that the housing remains affordable for future eligible households.
<b>Agriculture</b>	Defined by Section 336(1) of the Town and Country Planning Act 1990 as including: horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or furs, or the purpose of its use in the farming of land), the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.
<b>Allocated Land</b>	Land identified in a development plan as appropriate for a specific land use.
<b>Annual Monitoring Report (AMR)</b>	Part of the <i>Local Development Framework</i> , the Annual Monitoring Report will assess the implementation of the Local Development Scheme and the extent to which policies in <i>Local Development Documents</i> (including saved Local Plan policies) are being successfully implemented.
<b>Biodiversity</b>	The whole variety of life on earth. It includes all species of plants and animals, their genetic variations and the ecosystems of which they are a part.
<b>The Borough</b>	The Borough refers to the Copeland Borough Council's administrative area. It includes part of the Lake District National Park.
<b>BREEAM</b>	A set of assessment methods and tools that are designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.
<b>Brownfield</b>	Land that has been previously developed and is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition includes the curtilage of the development so garden land is considered as being brownfield. The definition is set out in Planning Policy Statement 3 'Housing'.

<b>Business Clusters</b>	Groups of companies and related organisations that collaborate to grow their business. Using this collaborative team approach allows businesses, regions and interest groups to develop greater speed, quality, innovation and critical mass. This assists in resolving practical issues like training, infrastructure and procurement.
<b>Change of Use</b>	A change in the way that land or buildings are used. Planning permission is usually necessary in order to change a use class (see Use Classes).
<b>Character</b>	Individual distinctiveness created from a combination of natural and man-made elements with historic, socio-economic and other factors.
<b>Character Areas</b>	Character areas can reinforce local identity and serve as a marketing tool to raise the profile of a particular place. These may relate to predominant uses, focal buildings, or historic associations.
<b>Code for Sustainable Homes</b>	The Code for Sustainable Homes is a single national standard to guide industry in the design and construction of sustainable homes. The Code measures the sustainability of a home against design categories, rating the 'whole home' as a complete package.
<b>Community Forest</b>	The notion of a Copeland Forest is envisaged as a set of interrelated woodlands, probably south of Egremont in the Egremont and Mid Copeland localities although no specific locations have been identified at this stage. It would be a community resource and provide leisure and tourism opportunities, wood crops for renewable energy and could be used to screen any large scale nuclear development. It could form part of any offset package from nuclear new build.
<b>Community Infrastructure Levy (CIL)</b>	The Community Infrastructure Levy (CIL), the provisions for which are currently going through Parliament, will be a new charge which local authorities in England and Wales will be empowered, but not required, to charge on most types of new development in their area. CIL charges will be based on simple formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.
<b>Conditions</b>	Requirements attached to a planning permission to limit or direct the manner in which a development is carried out.
<b>Conservation Area</b>	A Conservation Area is a designated area of special architectural and/or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole. Conservation Areas vary in both size and character, ranging from small groups of buildings to town squares or even open spaces, and often include groups of Listed Buildings.
<b>Contaminated Land</b>	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
<b>Conversions</b>	Generally involves the change of use of a building from a particular use, classified in the use classes order, to another use. Can also mean the sub division of residential properties into self-contained flats.

<b>Core Strategy</b>	Sets out the long-term spatial vision for the local planning authority area, the spatial objectives and strategic policies to deliver that vision. It can include strategic site allocations. The Core Strategy will have the status of a <i>Development Plan Document</i> .
<b>Density</b>	The floorspace of a building or buildings or some other unit measure in relation to a given area of land. Built density can be expressed in terms of plot ratio (for commercial development); number of units or habitable rooms per hectare (for residential development); site coverage plus the number of floors or a maximum building height; or a combination of these.
<b>Design Guidance</b>	A planning document which will provide guidance on how development can be carried out in accordance with good design practice produced with a view to retaining local distinctiveness.
<b>Designation</b>	This is a term used to define an area where there are particular features or constraints.
<b>Development</b>	Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.
<b>Development Brief</b>	A document, prepared by a local planning authority, a developer, or jointly, providing guidance on how a site of significant size or sensitivity should be developed. Site-specific briefs are sometimes known as planning briefs, design briefs and development frameworks.
<b>Development Management Policies</b>	Will be a suite of criteria-based policies which are required to ensure that all development within the area meets the spatial vision and spatial objectives set out in the <i>Core Strategy</i> .
<b>Development Plan</b>	As set out in Section 38(6) of the Act, a document which sets out a Local Authority's policies and proposals for the development and other use of land and buildings within its area. A Local Authority's development plan consists of the relevant Regional Spatial Strategy (RSS) and the Development Plan Documents (DPDs) contained within its Local Development Framework (LDF).
<b>Development Plan Documents (DPDs)</b>	Spatial planning documents that are subject to independent examination, and together with the relevant <i>Regional Spatial Strategy</i> , will form the <i>Development Plan</i> for a local authority area for the purposes of the Act. They can include a <i>Core Strategy</i> , <i>Site Specific Allocations of land</i> , and <i>Area Action Plans</i> (where needed). Other Development Plan Documents, including Development Management Policies, can be produced. They will all be shown geographically on an <i>adopted Proposals Map</i> . Individual Development Plan Documents or parts of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Documents in the <i>Local Development Scheme</i> .
<b>Employment Land Availability</b>	The total amount of land reserved for industrial and business use awaiting development.
<b>Evidence Base</b>	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in planning documents, including the physical, economic, and social characteristics of an area.

<b>Examination</b>	Independent consideration of the soundness of a draft <i>Development Plan Document</i> chaired by a Planning Inspector appointed by the Secretary of State, whose recommendations are binding.
<b>Flood Plain</b>	Generally flat lying areas adjacent to a watercourse, tidal lengths or a river or the sea where water flows in times of flood or would flow but for the presence of flood defences.
<b>Flood Risk Assessment (FRA)</b>	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.
<b>Frontage</b>	The front part of a building which faces a street.
<b>Functional Flood Plain</b>	The unobstructed or active area where water regularly flows in times of flood.
<b>Greenfield Land</b>	Land which has never been built on before or where the remains of any structure or activity have blended into the landscape over time. It applies to most sites outside built-up area boundaries.
<b>Habitat</b>	The natural home or environment of a plant or animal
<b>Housing Land Requirement</b>	The number of new housing units for which it is estimated, for planning purposes, that provision will be needed to be made in a defined area over a particular time period.
<b>Housing Market Renewal (HMR)</b>	Process of arranging public sector intervention (in partnership with others) to sustain areas in which housing market failure (or low-demand housing) is evident.
<b>Housing Needs Assessment</b>	An assessment of housing needs in the local area. This assessment plays a crucial role in underpinning the planning policies relating to affordable housing. In addition, the information on local needs is required to determine the location of such housing and guide new investment.
<b>Housing Tenure</b>	This refers to the financial arrangements under which someone has the right to live in a house. The most frequent forms are tenancy, in which rent is paid to a landlord, and owner occupancy. Mixed forms of tenure are also possible; this is referred to as mixed tenure housing.
<b>Independent Examination</b>	The process by which an Independent Planning Inspector may publicly examine a "Development Plan Document" and any representations before issuing a binding report.
<b>Infill Development</b>	Building on a relatively small site between existing buildings.
<b>Infrastructure</b>	A collective term for services such as roads, electricity, sewerage, water, education and health facilities.
<b>Infrastructure Planning Commission (IPC)</b>	The Infrastructure Planning Commission is an independent body which makes decisions on applications for nationally significant infrastructure projects. This includes proposals for Nuclear Energy in Copeland.
<b>Issues &amp; Options and Preferred Options</b>	The preparation consultation stages of Development Plan Documents with the objective of gaining public agreement over proposals before they are formally published prior to submission to Government for Independent Examination.
<b>Interchange</b>	Transport Interchanges are places where the change between modes of travel is easy, for example a Bus/Rail station.

<b>Key Diagram</b>	A map of the Local Authority area, showing the key strategic designations and proposals of the Core Strategy on a map, often in a diagrammatic format. Detailed proposals are shown on a Proposals Map (see below).
<b>Landscape Character Assessment</b>	An assessment to identify different landscape areas which have a distinct character based on a recognisable pattern of elements, including combinations of geology, landform, soils, vegetation, land use and human settlement.
<b>Layout</b>	The way buildings, routes and open spaces are placed in relation to each other.
<b>Lifetime Homes</b>	Homes designed to meet the changing needs of the population from young children to the elderly, meeting the varying needs of numerous changes of occupiers in the same home.
<b>Listed Buildings</b>	When buildings are listed they are placed on statutory lists of buildings of 'special architectural or historic interest'. Listing ensures that the architectural and historic interest of the building is carefully considered before any alterations, either outside or inside, are agreed.
<b>Local Development Documents (LDDs)</b>	These include Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not form part of the statutory development plan. Local Development Documents collectively deliver the spatial planning strategy for the local planning authority's area and they may be prepared jointly between local planning authorities.
<b>Local Development Framework (LDF)</b>	The name for the portfolio of <i>Local Development Documents</i> . It consists of <i>Development Plan Documents</i> , <i>Supplementary Planning Documents</i> , a <i>Statement of Community Involvement</i> , the <i>Local Development Scheme</i> and <i>Annual Monitoring Reports</i> . Together with the Regional Spatial Strategy, these documents will provide the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.
<b>Local Development Scheme (LDS)</b>	Sets out the programme for the preparing Local Development Documents. All authorities must submit a Scheme to the Secretary of State for approval within six months of commencement of <i>the Act</i> and the LDS must be kept under review.
<b>Localities</b>	These are locality areas, first defined in the Sustainable Community Strategy with an additional area defined to cover the Sellafield complex.
<b>Local Strategic Partnership (LSP)</b>	A partnership of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood and deciding how local services are provided. They are often single non-statutory, multi-agency bodies which aim to bring together locally the public, private, community and voluntary sectors.
<b>Local Transport Plan (LTP)</b>	A five year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy. Local Transport Plans should be consistent with the policies and priorities set out in the Regional Transport Strategy. It is produced at a county wide level in Cumbria.
<b>Market Housing</b>	Private housing for rent or for sale, where the price is set in the open market.

<b>Material Considerations</b>	Matters that should be taken into account in deciding a planning application or an appeal against a planning decision.
<b>Mitigation</b>	These are measures requested/carried out in order to limit the damage by a particular development/activity. They can be measures to avoid, reduce or offset significant adverse effects.
<b>Mixed Use</b>	A variety of activities along routes, on single sites or across wider areas such as town centres and redundant industrial land.
<b>Open Space</b>	Areas free of development which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife. Open space within settlements includes parks, village greens, play areas, sports pitches, undeveloped plots, semi-natural areas and substantial private gardens. Outside built-up areas it includes parks, sports pitches and allotments. It is not just land, but also includes areas of water such as rivers, canals, lakes and reservoirs.
<b>Permeability</b>	The degree to which an area has a variety of pleasant, convenient and safe routes through it.
<b>Phasing or Phased Development</b>	The phasing of development into manageable parts. For example, the annual rate of housing release for a large development that may need to be controlled so as to avoid destabilising housing markets and causing low demand.
<b>Place-bound</b>	The description given to a particular use than cannot be located elsewhere because it is firmly to a particular feature or activity.
<b>Place-making</b>	The creation of attractive, high quality living environments.
<b>Planning Inspectorate (PINS)</b>	The Planning Inspectorate (PINS) is an executive agency of the Government responsible for a number of functions. Its main role in relation to the Local Development Framework is to undertake Examinations of Development Plan Documents.
<b>Planning Policy Guidance Notes (PPG) / Planning Policy Statements (PPS)</b>	These set out the Government's land use planning policies for England. Planning Policy Guidance Notes are slowly being replaced by Planning Policy Statements.
<b>Planning Out Crime</b>	The planning and design of street layouts, open space and buildings so as to reduce the actual likelihood or fear of crime, for example by creating natural surveillance.
<b>Planning Obligations and Agreements</b>	A legal agreement between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken. For example the provision of highways. Sometimes called a "Section 106" agreement.
<b>Planning Permission</b>	Formal approval sought from a Council, often granted with conditions, allowing a proposed development to proceed. Permission may be sought in principle through outline plans, or be sought in detail through full plans.
<b>Previously Developed Land (PDL)</b>	Land that has been previously developed and is or was occupied by a permanent structure. Unlike brownfield land, PDL does not exclude agricultural or forestry buildings. See also <i>Brownfield</i> .

<b>Proposals Map</b>	<p>A map of the Local Authority's area, showing:</p> <ul style="list-style-type: none"> <li>• Areas in which the Council's local planning policies will apply</li> <li>• Sites for particular future land uses or developments</li> </ul> <p>It must be revised as each new <i>Development Plan Document</i> is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted Proposals Map accompany submitted <i>Development Plan Documents</i> in the form of a submission Proposals Map.</p>
<b>Public Realm</b>	Areas that are accessible to everyone (whether publicly or privately owned). In urban areas, this includes most streets, squares and parks.
<b>Public Right of Way</b>	A Public Right of Way is a highway over which the public have a right of access along the route.
<b>Publication Draft</b>	The version of the Development Plan Document that has been formally published for public consultation prior to submission to the Secretary of State.
<b>Regeneration</b>	The economic, social and environmental renewal and improvement of rural and urban areas.
<b>Regeneration Proposal/Scheme</b>	A proposal to deliver the economic, social and environmental renewal of a rural or urban area through investment and improvement.
<b>Regional Planning Body (RPB)</b>	Each of the English regions outside London has Regional Planning Bodies who are responsible for developing and co-ordinating a strategic vision for improving the quality of life in a region. In this case the North West Regional Development Agency is the Regional Planning Body.
<b>Regional Spatial Strategy (RSS)</b>	A strategy to manage development over a fifteen to twenty year period. The Regional Spatial Strategy identifies the scale and distribution of new housing in the region, indicates areas for regeneration, expansion or sub-regional planning and specifies priorities for the environment, transport, infrastructure, economic development, agriculture, minerals and waste treatment and disposal.
<b>Registered Social Landlord (RSL)</b>	Technical name for a body registered with the Housing Corporation. Most Housing Associations are RSLs. They own or manage homes, both social rented and intermediate.
<b>Renewable Energy</b>	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.
<b>Rural Diversification</b>	The expansion, enlargement or variation of the range of products or fields of operation of a rural business.
<b>Saved Policies</b>	Policies within Local Plans that are saved for a time period during replacement production of Local Development Documents.
<b>Scheduled Ancient Monument (SAM)</b>	A structure regarded by the Secretary of State for Culture, Media, and Sport as being of national importance by virtue of its historic, architectural, traditional or archaeological interest. Scheduled Ancient Monuments are listed in a schedule compiled under the requirements of Section 1 of the Ancient Monuments and Archaeological Areas Act, 1979.



<b>Sequential Approach</b>	A planning principle that seeks to identify, allocate or develop certain types or locations of land before the consideration of others. For example, brownfield sites before greenfield sites, or town centre retail sites before out-of-centre sites. In terms of employment a sequential approach would favour an employment use over mixed use and mixed use over non-employment uses.
<b>Settlement Hierarchy</b>	Settlements are categorised in a hierarchy based on the range of services, facilities and employment opportunities in the settlement, access to education and non-car access to higher-order centres.
<b>Site specific allocations</b>	Allocations of sites for specific or mixed uses or development, to be contained in <i>Development Plan Documents</i> . Policies will identify any specific requirements for individual proposals.
<b>Site of Special Scientific Interest</b>	A site identified under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (basically plants, animals and natural features relating to the Earth's structure)
<b>Soft Landscaping</b>	Elements include planting, shrubs, grass and trees.
<b>Soundness</b>	A Development Plan Document (DPD) is considered sound if it is based upon good evidence and has been prepared in accordance with the Test of Soundness and the Authority's Statement of Community Involvement.
<b>Spatial Planning</b>	Spatial planning goes beyond the traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. That will include policies which can impact on land use, for example by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
<b>Spatial Vision</b>	A Brief description of how the area will be changed at the end of the plan period (10–15 years)
<b>Special Protection Area</b>	Sites classified under the European Community Directive on Wild Birds to protect internationally important bird species.
<b>Specific Consultation Bodies / Statutory Bodies</b>	These are bodies that must be consulted on development plans and planning applications.
<b>Statement of Community Involvement (SCI)</b>	The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and in the consideration of planning applications. The Statement of Community Involvement is an essential part of the Local Development Framework.
<b>Statutory</b>	Required by law (statute) through an act of parliament.
<b>Strategic Employment Site</b>	Key employment sites in strategic locations capable of accommodating major investment often of national or regional significance. In Copeland this includes the Westlakes Science and Technology Park.

<b>Strategic Environmental Assessment (SEA)</b>	An environmental assessment of plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC (the SEA Directive) in order to make sure that the plan is sustainable. In Copeland it forms part of a wider Sustainability Appraisal (SA).
<b>Strategic Flood Risk Assessment (SFRA)</b>	The assessment of flood risk on a catchment-wide basis.
<b>Strategic Housing Land Availability Assessment (SHLAA)</b>	An assessment of the potential availability of housing land within a defined area, based on a realistic assessment of current housing supply and future opportunities for housing development.
<b>Strategic Housing Market Assessment</b>	A study intended to review the existing housing market in an area, consider the nature of future need for market and affordable housing and to inform policy development.
<b>Strategic Planning</b>	Wider ranging and longer term planning which establishes broad goals, strategies, principles and objectives. This is established at regional level through the Regional Spatial Strategy and at county level through the Structure Plan. Local Strategy will be set out in Copeland's Core Strategy.
<b>Subdivision</b>	The division of a lot, tract, or parcel of land into two or more lots.
<b>Submission</b>	After the Publication Draft has been published and subject to formal consultation, it is submitted alongside any objections and suggested minor changes to the Secretary of State for independent examination to a Government appointed Planning Inspector.
<b>Sub-Regional Housing Market Areas</b>	Geographical areas within which there are clear links between where people live and work. These areas can be defined by the patterns of household movement. These patterns are influenced by factors such as proximity to family, friends, employment, education and other facilities, and are likely to operate across Local Planning Authority boundaries.
<b>Supplementary Planning Document (SPD)</b>	An SPD is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document. SPDs do not form part of the <i>Development Plan</i> and are not subject to independent examination, although they must be subject to community consultation before being adopted.
<b>Supplementary Planning Guidance</b>	Supplementary Planning Guidance provides additional guidance on the interpretation or application of policies and proposals in the <i>Local Plan</i> or <i>Structure Plan</i> . Under the new system Supplementary Planning Guidance will be phased out and replaced by <i>Supplementary Planning Documents</i> .
<b>Sustainability Appraisal (SA)</b>	This is a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all <i>Local Development Documents</i> .
<b>Sustainable Communities</b>	The requirements of sustainable communities are set out in the Government's "Sustainable Communities: Building for the Future".

<b>Sustainable Community Strategy (SCS)</b>	Local authorities are required by the Local Government Act 2000 to prepare these, with aim of improving the social, environmental and economic well being of their areas. Through the Community Strategy, authorities are expected to co-ordinate the actions of local public, private, voluntary and community sectors. Responsibility for producing Community Strategies may be passed to <i>Local Strategic Partnerships</i> , which include local authority representatives.
<b>Sustainable Development</b>	Sustainable development is the core principle underpinning contemporary town planning in the UK. At the heart of sustainable development is the ideal of ensuring a better quality of life through development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
<b>Sustainable Drainage Systems (SuDS)</b>	The term Sustainable Drainage Systems (SuDS) covers the whole range of sustainable approaches to surface water drainage management. SuDS aim to mimic natural drainage processes and remove pollutants from urban run-off at source. SuDS comprise a wide range of techniques, including green roofs, permeable paving, rainwater harvesting, swales, detention basins, ponds and wetlands.
<b>Tenure</b>	Refers to the way in which a property is owned and/or occupied e.g. freehold, leasehold, shared equity or rented.
<b>Transport Assessment (TA)</b>	An assessment of the availability of and levels of access to all forms of transportation. Indicative thresholds for transport assessments are contained in appendix B of the Department for Transport's Guidance for Transport Assessments (February 2007).
<b>Travel Plan</b>	A travel plan aims to promote sustainable travel choices as an alternative to single occupancy car journeys that may impact negatively on the environment, congestion and road safety. Travel Plans can be required when granting planning permission for new developments.
<b>Urban Form</b>	Urban form refers to the physical layout (structure and urban grain), density, scale (height and massing), appearance (materials and details) and landscape of development.
<b>Urban Regeneration</b>	Making an area develop or grow strong again through means such as job creation and environmental renewal.

<b>Use Classes</b>	<p>These are uses which are specifically defined by the planning system (Use Classes Order) as falling into categories including:</p> <p>A1 Shops</p> <p>A2 Financial and Professional Services</p> <p>A3 Restaurants and Cafes</p> <p>A4 Drinking Establishments</p> <p>A5 Hot Food Takeaway</p> <p>B1 Business</p> <p>B2 General Industrial</p> <p>B8 Storage and Distribution</p> <p>C1 Hotels</p> <p>C2 Residential Institutions</p> <p>C3 Dwelling houses</p> <p>D1 Non-Residential Institutions</p> <p>D2 Assembly and Leisure</p> <p>Sui Generis Other miscellaneous uses</p>
<b>West Cumbria</b>	<p>This is term used to identify Copeland and Allerdale together as a sub-region in the North West of England.</p>
<b>Windfall site</b>	<p>A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan.</p>



**COPELAND LOCAL DEVELOPMENT FRAMEWORK**

# **DEVELOPMENT MANAGEMENT POLICIES**

**COMPOSITE DRAFT**

**FOR LDF OFFICERS' WORKING GROUP**

**JANUARY 2012**

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## **LIST OF POLICIES**



## INTRODUCTION

# **1 Development Management Policies**

## **1.1 Introduction**

- 1.1.1 The Development Management policies are set out to provide further detail on how the Core Strategy will be implemented. They are structured in a similar way to the policies set out in Core Strategy Chapters 4 to 7, and to the strategic development priorities set out in Policy ST1.

## **1.2 Development Management for Economic Opportunity and Regeneration**

- 1.2.1 The Development Management Policies in this first group deal with the response to a range of activities in the economic sector. They deal in turn with:
- Energy Generation (Nuclear Energy DM1; Renewable Energy DM2)
  - Safeguarded Employment Areas (DM3)
  - Westlakes Science & Technology Park (DM4)
  - Nuclear Reprocessing at Sellafield & Drigg (DM5)
  - Non-retail development in Town Centres (DM6)
  - Non-retail uses in smaller centres (DM7)
  - Tourism development in rural areas (DM8)
  - Holiday accommodation & camp sites (DM9)

### **Energy Generation – Detailed Considerations**

- 1.2.2 Policies ST2 and ST3 outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policies ER1 - ER3 are concerned with further details of the strategy for delivering these elements of the Energy Coast Masterplan. This includes Planning for the Nuclear Sector (Policy ER1). The Council intends to work with the Infrastructure Planning Commission to advise on detailed planning matters.

### **Nuclear Energy Proposals**

#### **Policy DM1 – Nuclear Energy Generation**

**Proposals for major infrastructure projects, including nuclear energy generation, should conform with the following principles.**

- A** They should be developed in consultation with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement
- B** Proposals involving the use, storage or processing of radioactive material should include a strategy for the construction and the long term management and safety of the site including the management of radioactive material
- C** The Borough Council and other key stakeholders (as defined by the Statement of Community Involvement) should be fully involved in any Environmental Assessment undertaken. Of the impacts to be considered as a result of appropriate scoping, particular attention would be given to ensuring that any residual impacts of the proposed development would be acceptable, notably with regard to Policies DM22 - DM27
- D** The Council will seek an appropriately scoped, scaled and phased package of community benefits to mitigate the impacts of the development. This should include details of all infrastructure to be provided, employment, measures to minimise adverse impacts of the development and assistance with programmes of economic, environmental and social regeneration in the Borough

**Where proposals are Nationally Significant Infrastructure Projects, the Council will pursue the incorporation of the above principles in Statements of Common Ground with developers, Local Impact Reports and other representations to the Infrastructure Planning Commission.**

- 1.2.3 It can be expected that a nuclear power station proposal, and any other major infrastructure project, will be determined by the Infrastructure Planning Commission and its successor body in the Planning Inspectorate. The Council, in negotiating with developers, giving advice or making representations, will start from the position that any such proposal and its impacts should be dealt with in accordance with the Local Development Framework strategy and policies. DM1 states that position as regards development management policy.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
 Planning and Climate Change: Supplement to PPS1 (2006)  
 North West Regional Spatial Strategy (RSS) Policy EM14 (2008)  
 Cumbria Climate Change Strategy 2008-2012 (2008)

## **Renewable Energy Proposals**

- 1.2.4 Policies ST2 and ST3, outline the overall spatial and regeneration strategies, including those for energy developments in the Borough, whilst Policy ER2 provides a positive statement to support and facilitate new

energy production from renewable sources. As there are likely to be proposals for renewable energy developments in locations which have not yet been identified it is important to provide relevant criteria to ensure that potential impacts of renewable energy generation proposals are minimised.

### **Policy DM2 – Renewable Energy Generation in the Borough**

**Proposals for renewable energy development in the Borough must satisfy the following criteria:**

- A Proposals should be developed with the Borough's community and key stakeholders in accordance with the Council's current adopted approach to stakeholder involvement**
- B There would be no significant adverse visual effects**
- C There would be no significant adverse effects on landscape or townscape character and distinctiveness**
- D There would be no unacceptable impacts on biodiversity or geodiversity**
- E The proposals would not cause an unacceptable harm to features of nature or heritage conservation importance**
- F There are no unacceptable impacts of noise, odour, dust, fumes, light or other nuisance that is likely to affect residents and other adjoining land users**
- G Any waste arising as a result of the development will be minimised and managed appropriately**
- H Provision is made in proposals for the removal and site restoration at the end of the operating life of the installation**

**Adequate mitigation measures would be secured to minimise the potential impacts of any renewable energy development proposals and to deliver significant benefits to the community where the scheme is to be sited wherever possible. If necessary such measures would be secured through Planning Obligations.**

1.2.5 Whilst there is a general support for renewable energy, the development of installations can lead to adverse effects which need to be managed effectively. As a result Policy DM2 is designed to minimise the impacts from the following issues:

- Potential adverse impact on the character of an area, either on their own or cumulatively
- Potential adverse impact on existing development, including noise, odour, vibration, (in the case of wind turbines, shadow flicker, and electromagnetic interference)

- Provision for the removal of all equipment and installations and site restoration on the cessation of energy provision
- The siting and design of proposals having regard to the capacity / character of the landscape

1.2.6 In addition to DM2, further guidance on wind energy developments is provided in the Cumbria Wind Energy Supplementary Planning Document (SPD) and any subsequent update of it.

### **Safeguarding Employment Areas**

1.2.7 The strategy for employment land provision in the Borough, as set out in Policy ER4, includes safeguarding existing and allocated employment sites against non-employment uses to ensure that there is a sufficient supply of employment land to meet the Borough's economic development requirements over the plan period. This Policy sets out the detailed criteria for considering non-employment related development in such instances.

### **Policy DM3 – Safeguarding Employment Areas**

**Proposals for non-employment uses on land allocated for employment or on sites in proposed safeguarded employment areas will be permitted where it is demonstrated that:**

- A The site is no longer viable for employment use and would not make a significant contribution to the Borough's employment land requirements over the plan period; and**
- B Applicants have considered the 5-year supply of sites and premises in the Borough and provide robust evidence that there are no suitable alternatives for the proposal; or**
- C In exceptional circumstances the proposal provides benefits that significantly outweigh the loss of land for employment use. Alternatives which comprise a mix of uses which provide employment opportunities will be preferred to single-use residential development**

1.2.8 The purpose of this policy is to safeguard existing and allocated employment sites and premises that can meet the potential economic development needs of the Borough over the plan period. Those sites which have this role are discussed in the ELP and 'Spatial Implications' reports. These studies have informed the strategy towards the provision of employment land and premises in Policy ER4 which includes safeguarding employment areas as a key component.

- 1.2.9 The approach essentially expresses a general presumption against alternative uses on these types of sites/areas where that could undermine economic growth in the Borough. For the purposes of this policy, employment uses are defined as economic development use classes B1 Business, B2 General Industrial, and B8 Storage and Distribution.
- 1.2.10 The sites which the Council wishes to safeguard for employment use are those identified as green or amber in the Spatial Implications Employment Land Review Update. That list, including sites identified as 'red', that is, suitable for alternative uses, will form the basis for site-specific consultation when the Site Allocations plan is produced.
- 1.2.11 If there is sufficient evidence that justifies the development of safeguarded sites for alternative uses, such as the retention of buildings of architectural or historic interest, there will be a preference for proposals to comprise a mix of uses that creates employment opportunities. Single uses will only be considered thereafter, if robust evidence demonstrates that mixed uses are not possible.

#### **Key Policy Context/Framework/References**

PPS4: Planning for Sustainable Economic Development (2009)  
 North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)  
 Cumbria and the Lake District Joint Structure Plan Policies EM13-14 (2006)  
 West Cumbria Employment Land and Premises Study (2008)  
 The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

### **Westlakes Science and Technology Park**

- 1.2.12 As part of the wider strategy for employment land, established in Policy ER6, this policy sets out the detailed approach towards the appropriate development of Westlakes Science and Technology Park.

#### **Policy DM4 – Westlakes Science and Technology Park**

**Development permitted within the Westlakes Science and Technology Park will only include the following uses:**

- A Offices, research and development, studios, laboratories and high tech and light industrial uses which comprise scientific research and development with ancillary industrial production (i.e. Use Class B1)**
- B Ancillary development of education by Research Institutes, Universities or similar bodies (within the Use Class D1 definition)**

**C     Proposals would be required to accord with a detailed development brief for the site and existing development management policies adopted by the Council**

**Development proposals should otherwise demonstrate significant benefits, in terms of developing knowledge-based economy in the Borough or advancing progress towards objectives in the Energy Coast Masterplan.**

- 1.2.13     Westlakes Science and Technology Park is a regionally important employment site, and of great importance to the Borough as a focus for the development of research based companies, with a particular focus on nuclear technologies and skills and their technological transfer. This policy reflects wide support for this land to continue to be reserved for purposes which are consistent with its expressed strategic role (Energy Coast Master Plan and Core Strategy policy ER6).

**Key Policy Context/Framework/References**

PPS4: Planning for Sustainable Economic Development (2009)

North West Regional Spatial Strategy (RSS) Policies W1-4 (2008)

West Cumbria Employment Land and Premises Study (2008)

The Spatial Implications of Britain's Energy Coast; Employment Land Review Update (2011)

**Nuclear Sector Development at Sellafield and the Drigg Low Level Waste Repository**

- 1.2.14     As part of the strategy for supporting the development of the nuclear sector in Policy ER1, and wider spatial principles in Policy ST1, this policy sets out detailed considerations for development at the Sellafield licensed site and the Low Level Waste Repository (LLWR) at Drigg.

**Policy DM5 – Nuclear Sector Development at Sellafield and the LLWR at Drigg**

**The Council's approach to dealing with proposals for nuclear reprocessing and waste management in the Borough is to work with operators of facilities at the Sellafield licensed site and the LLWR at Drigg and Cumbria County Council to ensure that:**

- A     Operations (other than monitoring, maintenance and investigatory work necessarily done off-site) will be retained within existing boundaries at Sellafield and the LLWR at Drigg**
- B     At Sellafield further development related to the nuclear fuel cycle will only be permitted where it contributes to a long term strategy for the future management of the site**

<b>C</b>	<b>With the exception of irradiated fuel and the transfer of waste from the LLWR at Drigg no radioactive waste is imported for treatment or storage on the Sellafield licensed site unless the proposal represents the best practical environmental option and is an interim proposal pending agreement on a national disposal route</b>
<b>D</b>	<b>No non-waste management-related operations are introduced on the LLWR at Drigg</b>
<b>E</b>	<b>Proposals for any new facilities are submitted with long term management plans to set out how operations will be co-ordinated to minimise any harmful effects and mitigate or compensate for physical environmental impacts</b>
<b>F</b>	<b>Proposals include provision for adequate infrastructure to support new facilities</b>
<b>G</b>	<b>Proposals involve and secure the support of the local community and stakeholders</b>
<b>H</b>	<b>Proposals include measures to meet local community needs and to mitigate the adverse effects of the proposed development on the social and economic wellbeing of the community</b>

1.2.15 Sellafield licensed site currently supports four main activities:

- Reprocessing irradiated fuel
- Treatment of wastes from reprocessing
- Manufacture of MOX fuel
- Storage of different levels of radioactive waste

1.2.16 Changes in the nuclear sector have meant that in future decommissioning of plant on the site will assume more importance and operations may involve new development on site which generally falls within the Council's planning responsibilities. There is, however, some potential for further reprocessing and fuel manufacture dependent on economic viability and change in the approach to managing waste – particularly the status of plutonium. In any event it will be extremely important to ensure the safe management of high and intermediate level wastes on the Sellafield licensed site pending decisions about its ultimate storage in a geological facility. Radiological impacts are the province of nuclear safety regulation; the Council will require adequate mitigation of or compensation for other environmental effects arising, for example, from operational noise, artificial light and drainage, or from construction activity.

1.2.17 The Low Level Waste Repository at Drigg is effectively the national facility for low level radioactive solid waste which takes place in enclosed vaults. The County Council is the waste disposal planning authority but shares with Copeland BC and local Parish Councils the approach to managing a community benefits package as part of the existing planning approval for site operations. It is this sort of approach which the councils would hope to



duplicate or extend in relation to any further nuclear-related development at the Sellafield and Drigg facilities.

### **Managing Non-Retail Development in Town Centres**

- 1.2.18 The strategic approach towards the Borough's town centres is set out in Policies ER7-9. Proposals for key regeneration sites are set out in Policy ST3. This policy supports in particular the implementation of Policy ER7 in terms of protecting the retail function of town centres.

#### **Policy DM6 – Managing Non-Retail Development in Town Centres**

**The Council will protect and promote the vitality and viability of the defined town centres by:**

- A Seeking continuous retail outlets and frontages at the ground floor of premises within the designated Primary Frontages Area in Whitehaven**
- B Permitting non-retail uses such as cafes, bars, restaurants and other leisure uses which support the night time economy, provided that such uses do not lead to an overconcentration of non retail units**
- C Requiring non-retail uses in premises with shop frontages to incorporate a suitable window display**

- 1.2.19 Whitehaven and the Key Service Centres of Cleator Moor, Egremont and Millom all contain defined town centres which are the focus for retail development for both convenience and comparison shopping.
- 1.2.20 Whitehaven also contains a defined Primary Frontages Area, covering the most intensive area of shopping along King Street, between Market Place and Duke Street. The concentration of continuous shopping frontages is a major attraction to shoppers in Whitehaven and the Council will seek to maintain this provision by resisting non-retail development at the ground floor of these premises. Non-retail uses, however, will still be acceptable above ground floor level in these locations. (Note will this need to be amended following outcome of use classes review?)
- 1.2.21 The approach otherwise is to protect and enhance the role of all the town centres by ensuring that services and facilities are concentrated within town centre boundaries. All town centres should provide a diverse offer, and this must be balanced to ensure that vitality and viability are protected. Therefore the policy seeks to regulate non-retail uses in defined town centres, whilst recognising the important role that leisure and food and drink activities have in the tourism and night time economies.
- 1.2.22 The test of 'over concentration' will generally be when three consecutive premises or more are likely to fall into non-retail use.

**Key Policy Context/Framework/References**

PPS4: Planning for Sustainable Economic Development (2009)

North West Regional Spatial Strategy (RSS) Policies W5, DP1-2 & RDF2 (2008)

Copeland Local Plan Policies TCN 1, 2 & 11 (2006)

**Takeaways, Pubs and Clubs, Betting Shops, Pawnbrokers and Amusement Arcades in Town Centres and Local Centres**

- 1.2.23 This policy reinforces the Council's approach towards non-retail uses in town centres and introduces controls in Local Centres to regulate particular types of non-retail uses which could have an adverse effect on the provision and quality of their services and facilities. This Policy complements the strategic approach for the provision of community facilities set out in Policy SS4, objectives for the Borough's town centres in Policy ER7, and the strategic objectives for settlements in Policy ST2.

**Policy DM7 – Takeaways, Pubs and Clubs, Betting Shops, Pawnbrokers and Amusement Arcades in Towns and Local Centres**

**Proposals for takeaways, pubs and clubs, betting shops, pawnbrokers, amusement arcades, or other such similar uses will only be permitted within the defined town centres and Local Centres provided that they do not:**

- A Result in the loss of a prominent retail unit**
- B Undermine the function of the Town or Local Centre in providing key retail and other services and facilities which are essential to support local communities**
- C Adversely impact on the vitality and viability of the existing centre in any way**
- D Be detrimental to residential amenity, health and safety issues**

- 1.2.24 An overbalance or concentration of uses such as takeaways, pubs and clubs, betting shops, pawnbrokers and amusement arcades risks undermining not only the vitality and viability of the larger town centres but also the role of smaller centres and their offer of vital local services to communities. The Council therefore considers that a criteria-based policy which considers the key development issues and impacts associated with such uses is appropriate.

**Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)

Good Practice in Managing the Evening and Late Night Economy: A Literature Review from an Environmental Perspective (ODPM 2006)

PPS4: Planning for Sustainable Economic Development (2009)

Copeland Local Plan Policies TCN1, 6-8 (2006)

## **Tourism Development in Rural Areas**

- 1.2.25 Encouraging a tourism renaissance in a sustainable way is a key principle which is established in Policy ST1.

### **Policy DM8 – Tourism Development in Rural Areas**

**Outside the Tourism Opportunity Sites, tourism facilities will be permitted in rural areas where it involves small scale development and:**

- A Which is demonstrated to be necessary for enhancing the natural, cultural or heritage value of the place-bound asset; or**
- B Involves the re-use, conversion or replacement of existing buildings on site**

**The development of new or extended buildings will only be considered favourably where there is a robust case that demonstrates that there is a genuine need that cannot be met through the conversion of existing rural buildings.**

- 1.2.26 Whilst there is a strategic thrust in Policy ER10 towards concentrating tourist facilities and accommodation in the Borough's settlements particularly those within or in close proximity to the Tourism Opportunity Sites, there are other place-bound natural, cultural and heritage assets ("place-bound" in terms of assets which cannot be provided at alternative locations) which could be promoted to improve the Borough's tourism offer, but this must be balanced carefully with avoiding any unnecessary impacts of tourism related development on rural areas and the very assets that developments seek to promote. A carefully managed approach is therefore necessary to ensure that an appropriate balance can be struck between raising the profile of the Borough through its assets and the potential impacts of development, especially in rural locations.

#### **Key Policy Context/Framework/References**

- PPS7: Sustainable Development in Rural Areas (2004)
- North West Regional Spatial Strategy (RSS) Policy W6 (2008)

- Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)
- Copeland Local Plan Policies TSM 1-6 (2006)

## **Visitor Accommodation and Camp Sites**

- 1.2.27 In support of the strategic policy for tourism in Policy ER10, this policy sets out a detailed approach towards the provision of visitor accommodation and camp sites. In this context, the policy considers visitor accommodation to include hotels, apartment hotels, guest houses, bed and breakfast establishments, caravans, chalets and beach-chalets.

### **Policy DM9 – Visitor Accommodation**

**Proposals for new or improved visitor accommodation in the Borough will be supported subject to compliance with the principles of sustainable design outlined in ST1 and ER10 and so long as their scale and character are appropriate to the location and setting.**

**Additionally, proposals for rural holiday homes, caravans, chalets, camping sites and beach-chalets will only be permitted where:**

- A Proposals for rural holiday homes involve the conversion of existing buildings which are proven not to be suitable for other uses, in accordance with the tests proposed in Policy DM16. The new build or extension of buildings to provide such accommodation will not be permitted**
- B Proposals for new holiday caravans, chalets and/or camping sites or extensions to existing sites have adequate access arrangements and possesses a high level of natural screening which, where necessary, is capable of reinforcement and extension**
- C New beach-chalets are replacement only, are developed on the existing footprint and match the character of the replaced chalet**

**Any permitted developments will be subject to occupancy conditions or legal agreements which restrict any new visitor accommodation for holiday use only.**

**Proposals for the storage of caravans will only be permitted if the proposal site is well-screened all year round and is well related to a settlement or building group without significant threat to the living conditions of nearby residents.**

- 1.2.28 When considering proposals for new visitor accommodation regard should be given to landscape character assessment work, setting of the National

Park, the Heritage Coast and views to and from it, the undeveloped coast, nature conservation assets and heritage assets.

- 1.2.29 The development of caravan, chalet and / or camping sites has expanded in coastal locations where landscaping is difficult to establish and has also tended to include a sizable residential quota which have proved not to be entirely satisfactory. Given the potential pressures from tourism on caravan chalet and/or camping sites or their extensions, it is considered appropriate to set out relevant management principles in this policy.

#### **Key Policy Context/Framework/References**

- PPS7: Sustainable Development in Rural Areas (2004)
- Cumbria and the Lake District Joint Structure Plan Policy EM16 (2006)
- Copeland Local Plan Policies TSM 1-6 (2006)

### **1.3 Development Management for Sustainable Settlements**

- 1.3.1 The policies in this group deal with the response to a range of activities in the housing and settlements topic area. They deal in turn with:

- Achieving quality of place (DM10)
- Sustainable development standards (DM11)
- Standards for new residential development (DM12)
- Residential conversions in the Borough's settlements (DM13)
- Residential institutions (DM14)
- Residential conversions in rural areas (DM15)
- Replacement Dwellings (DM16)
- Removal of occupancy conditions (DM17)
- Domestic extensions and alterations (DM18)
- Residential caravans, mobile homes, etc (DM19)
- Sites for Gypsies and Travellers (DM20)
- Protecting community facilities (DM21)

#### **Achieving Quality of Place in New Development**

- 1.3.2 One of the Council's key spatial principles in Policy ST1 is to ensure that development in the Borough creates good quality places. This Policy sets out the detailed approach, with principles for the mix and layout of developments that the Council wishes to encourage. It complements other

policies which focus on detailed requirements for accessibility (Policy DM22) and sustainable development standards (Policy DM11).

- 1.3.3 For housing development, the requirements of this policy are also relevant to improving the housing of the Borough (see Core Strategy Policy SS1), and are linked with further details for residential development which are set out in Policy DM12.

### **Policy DM10 – Achieving Quality of Place**

**The Council will expect a high standard of design and the fostering of ‘quality places’. Development proposals will be required to:**

- A Incorporate a complementary mix of uses, especially within or near town centres or at sites adjacent to public transport routes**
- B Respond positively to the character of the site and the immediate and wider setting and enhance local distinctiveness through:**
  - i) An appropriate size and arrangement of development plots**
  - ii) The appropriate provision, orientation, proportion, scale and massing of buildings**
  - iii) Careful attention to the design of spaces between buildings**
  - iv) Careful selection and use of building materials which reflects local character and vernacular**
- C Incorporate existing features of interest including landscape, topography, local vernacular styles and building materials; and in doing so, have regard to the maintenance of biodiversity.**
- D Address vulnerability to and fear of crime and anti-social behaviour by ensuring that the design, location and layout of all new development creates:**
  - i) Clear distinctions between public and private spaces**
  - ii) Overlooked routes and spaces within and on the edges of development**
- E Create and maintain reasonable standards of general amenity**
- F Incorporate new works of art as part of development schemes where appropriate.**

- 1.3.4 The purpose of this policy is to raise the quality of development, for better places to improve the image of Copeland as a place to live, work, visit and invest in development. The principles, combined, go beyond the conventional approach of applying rigid standards, and encourage

innovative thinking in development design. The aim is to move away from development which can be unsympathetic, bland, difficult to negotiate and make people less comfortable, to creating places which are attractive and useable. Circular 01/2006 requires most development proposals to be submitted with design and access statements. There are only a few exceptions where this requirement does not apply.

1.3.5 The Council will develop detailed design briefs for major sites which will specify the detailed design issues that will need to be addressed. The Council will produce a Supplementary Planning Document to complement the design related principles in this policy and policies DM12 and DM22.

1.3.6 The Council will expect a Design and Access Statement submitted with applications to demonstrate how the proposals have taken good design principles into account, except where applications are for:

- Change of use of land and buildings, unless it involves operational development
- Alterations or improvements to individual dwellings which are not Listed Buildings or located in Conservation Areas

1.3.7 Where development costs total £500,000 or more, developers will be encouraged to devote at least 1% of those costs to artwork to be displayed within the development in an area accessible or visible to the general public, including people with impaired mobility. This subject will be covered in more detail in the Supplementary Planning Document on developer contributions and/or that on design.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
PPS6: Planning for Town Centres (2005)  
Circular 01/2006: Guidance on Changes to the Development Control System  
CABE: Building for Life Statements: How to write, read and use them.  
CABE: Building for Life: [www.buildingforlife.org](http://www.buildingforlife.org)  
DCLG: Code for Sustainable Homes (2006)  
DfT & DCLG: Manual for Streets (2007)

### **Sustainable Development Standards**

1.3.8 This policy sets out detailed requirements for sustainable development and construction in support of key principles in Core Strategy Policy ST1 for reducing carbon emissions and increasing the energy efficiency of new development. It also includes requirements for on-site renewable energy generation to complement the wider approach towards renewable energy generation development in the Borough in Policies ST2 and ER2. The requirements set out in this policy apply to all new development proposals, except where thresholds are stipulated (such as for on-site renewable

energy generation). These requirements also need to be balanced with those which are set out in Policy DM10 and other detailed standards for housing development, as set out in Policy DM12.

### **Policy DM11 – Sustainable Development Standards**

**The Council will ensure that development proposals reach high standards of sustainability by:**

- A      Requiring housing to be of an appropriate density – generally at least 30 dwellings per hectare. However, a lower density may be acceptable where it reflects the form and character of development in the surrounding area**
- B      Encouraging developers to achieve high energy efficiency standards in relation to the Code for Sustainable Homes and BREEAM**
- C      Requiring renewable energy generating technology on site in developments of 10 or more dwellings or 1,000m<sup>2</sup> non-residential development**
- D      Orientating and designing buildings to maximise solar gain, so far as practicable without compromising wider design and quality of place objectives**
- E      Encouraging construction materials to be sourced, where possible, from local and sustainable sources of production**
- F      Requiring water saving technology, including grey water recycling to be incorporated in all developments**
- G      Ensuring surface water is managed appropriately, with the inclusion of sustainable drainage systems where possible**

**Support will also be given to proposals for improvements or alterations to existing buildings that include measures to increase energy efficiency and incorporate renewable energy generation with regard to the standards in this policy.**

1.3.9      This policy supports the agenda of the Energy Coast Masterplan and Cumbria Climate Change Action Plan.

1.3.10     It does not set specific targets under the Code for Sustainable Homes and BREEAM, consultation having revealed concern as to the danger that unilateral goals are likely, in a low house price area, to compromise development viability. It will also be noted that, although the Code is not compulsory, the Building Regulations are progressively being revised in the same direction. Correspondingly, although the Council will encourage on-site renewable energy generation on larger developments, this will be



regarded as a matter of optimising provision through negotiation, and no target is set. Provision of, or contributions to, off-site generation capacity may be accepted as an alternative.

- 1.3.11 The Environment Agency has stressed that the water supply situation in Copeland requires the incorporation of water conservation measures to the equivalent of at least level 4 of the Code. This will be a priority in considering sustainable design of residential development.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)

Building for Life: [www.buildingforlife.org](http://www.buildingforlife.org)

Code for Sustainable Homes (2006)

BREEAM: [www.breeam.org.uk](http://www.breeam.org.uk)

### **Standards for New Residential Developments**

- 1.3.12 In support of Policies ST1 and SS1, this policy provides detailed requirements with regard to the standards of residential amenity which need to be achieved in new housing developments, in terms of parking standards, separation requirements, and open space provision. These are additional requirements to the wider place quality and sustainable development standards which are set out in Policies DM10 and DM11 respectively.

#### **Policy DM12 – Standards for New Residential Developments**

**Proposals for new residential developments should incorporate:**

- A Car parking provision in accordance with adopted residential parking standards**
- B Minimum separation distances whereby:**
  - i) Detached and end of group dwellings retain at least 1.0m distance between dwelling walls and side boundaries**
  - ii) a minimum of 21.0m is retained between directly facing elevations of dwellings containing windows of habitable rooms**
  - iii) a minimum of 12.0m is retained between directly facing elevations of dwellings containing windows of habitable rooms and a gable or windowless elevation**
- C A minimum of 0.4ha of public space for every 200 dwellings pro-rata on developments of 10 or more dwellings, and in groups of family housing a**

**minimum of 100m<sup>2</sup> of children's play space should be provided at the rate of one play space per 30/40 dwellings**

**D All new development should be designed to Lifetime Homes and (on developments of ten dwellings or more) Building for Life standards.**

1.3.13 This policy effectively carries forward Policy HSG8 of the Local Plan and is intended to maintain general standards of safety, privacy and open space. It is intended that these standards can be incorporated into a Supplementary Planning Document, which the Council aims to develop when its key LDF documents are in place

**Key Policy Context/Framework/References**

Building for Life: [www.buldingforlife.org](http://www.buldingforlife.org)

Code for Sustainable Homes (2006)

**Conversions of Buildings to Residential Use in the Borough's Settlements**

1.3.14 This Policy complements objectives to improve the overall housing offer in Policy SS1.

**Policy DM13 – Conversions of Buildings to Residential Use within Settlement Limits**

**Proposals for the conversion of suitable non-residential buildings or subdivisions of large houses to provide new residential accommodation will be permitted so long as:**

- A Adequate internal space standards and exclusive use of kitchen and bathroom facilities can be achieved without extensive alterations or additions to the property**
- B Off street car parking is provided in accordance with parking standards**
- C Adequate and appropriate external amenity space is provided**
- D The conversion works conserve the character of the building**
- E No alterations or associated works create amenity problems for residents of adjacent properties**

## **Residential Establishments**

- 1.3.15 This policy deals with either new development or change of use of existing buildings to residential institutions, including Houses in Multiple Occupation.

### **Policy DM14 – Residential Establishments**

**Proposals for new, or change of use to, Class C2 uses will be permitted so long as:**

- A In the case of a proposed new building they are of a scale, design and materials appropriate to the area**
- B In the case of any existing property or extensions, alterations of external features such as fire escapes are of a scale, design and material which retain the character of the building and are compatible with its surroundings**
- C Off street car parking is provided in accordance with parking standards**
- D Adequate external amenity space is provided**
- E No extensions, alterations or associated works create amenity problems for occupiers of adjacent properties**

**In primarily residential areas development for Class C2 uses and Houses in Multiple Occupation will be managed to prevent over-concentration of such uses to the detriment of general residential character and amenity.**

## **Conversion of Rural Buildings to Residential, Commercial or Community Use**

- 1.3.16 Reflecting Policy ST1 and the need to support economic development whilst protecting the Borough's key assets, this dual policy aims to manage development that involves the conversion of rural buildings.

### **Policy DM15A – Conversion of Rural Buildings to Residential Use**

**In rural areas proposals for the conversion of a building to residential use will be permitted so long as all of the following are fulfilled:**

- A Applicants can demonstrate that alternative employment or mixed use live-work accommodation or community use is not viable**
- B Where the subject building is currently or last used for agriculture, applicants can also demonstrate that there is no alternative site or premises available in the locality within existing settlements**

- C** The building is structurally sound and is capable of accepting conversion works without significant rebuilding, modifications or extensions
- D** The building in its existing form is of a traditional construction and appearance and the proposed conversion works conserve the essential character of the building and its surroundings. In this regard existing features of interest and external facing materials should as far as possible be retained.
- E** The building is located within or adjacent to a village or existing group of buildings
- F** The building is served by a satisfactory access from the public highway network without the requirement for extensive private roads or tracks and domestic services such as water supply and electricity must be readily available to the site
- G** The conversion works incorporate reasonable standards of amenity
- H** The number of dwellings proposed is appropriate to the scale of adjoining development and will not substantially increase the number of dwellings in the countryside

### **Policy DM15B – Conversion of Rural Buildings to Commercial or Community Use**

**Proposals to convert agricultural or other rural buildings for commercial or community use will be permitted subject to their fulfilling criteria B to G of Policy 15A**

- 1.3.17 This criteria-based policy is designed to ensure that applicants, in proposing conversions to residential use, demonstrate that the proposed conversion is the best, most sustainable option. Proposals for conversions of agricultural buildings would also be required to include evidence that that there are no alternative brownfield sites available in the locality. This is because development of this kind is treated as if it were greenfield development.

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
 PPS7: Sustainable Development in Rural Areas (2004)  
 North West Regional Spatial Strategy (RSS) Policy RDF2 (2008)

## **Replacement Dwellings**

### **Policy DM16 – Replacement Dwellings**

**The replacement of existing dwellings will be permitted except where the dwelling is:**

- A**     **Listed as a Building of Special Architectural or Historic Interest or is in making a positive contribution to the character of a Conservation Area or is**
- B**     **In the countryside (i.e. outside the settlement boundaries prescribed in the Sites Allocations DPD and referenced in Core Policy ST2) and**
  - i)     is the result of a temporary or series of temporary permissions, or**
  - ii)    its replacement would be in serious conflict with public health or safety, the economy of public services, or the appearance or potential for improvement of the countryside or**
  - iii)   is derelict (i.e. incapable of being re-inhabited without carrying out works requiring planning permission), or**
  - iv)    is no longer in existence (unless the dwelling has been accidentally destroyed in the recent past, for example by fire or flood, and was occupied at the time of the accident) or**
  - v)     is the habitat of wildlife species protected by law when expert advice must be sought to establish an appropriate course of action.**

**So long as the scale and character of the replacement dwelling matches that which it is proposed to replace.**

- 1.3.18     Policy ST2 sets out a general presumption against development in the countryside unless there are exceptional reasons. One instance where an exception could be made is noted in Core Strategy Policy ST2C(v) and this is for the replacement of an existing dwelling. There have to be criteria to test whether a proposal is genuine and to ensure that the development does not create health and safety or other problems. The reference to Listed Buildings and buildings in Conservation Areas is for clarification purposes and relates to all locations.

## **Removal of Occupancy Conditions**

- 1.3.19 This policy complements the proposed Spatial Development Strategy (Policy ST2) and to reinforce the policy approaches set out in Preferred Options Policies DM10 and DM16.

### **Policy DM17 – Removal of Occupancy Conditions**

**Planning permission for the removal of occupancy conditions will only be granted where it can be demonstrated that there is no longer a need for housing for the particular group that the occupancy relates to within the local housing market area.**

**Where removal of a specific occupancy condition is justified, the Council may require that it be replaced with a condition, supported by a planning obligation, relating to general local occupancy, widening the area defined as ‘local’, or meeting another local need.**

- 1.3.20 There is a need for policy to deal with proposals to remove or alter occupancy conditions as the need for housing accommodation changes. This policy therefore proposes to deal with the removal of occupancy conditions whilst taking into account the changing housing needs in the Borough, to guard against homes being released onto the general market when they might reasonably be retained to meet other local needs.
- 1.3.21 Where applicants seek to have occupancy conditions removed the Council will expect the applicant to demonstrate that there is no longer a housing need for the property that the occupancy condition relates to. As part of that process the applicant will be expected to demonstrate evidence that the property has been marketed for a reasonable period of time at a reasonable value.
- 1.3.22 The Council will wish to ensure that all housing needs arising from local economic and social circumstances are examined which could be met by the subject property without the need for alternative new building. A property, for example that is no longer needed to house a local agricultural worker, may alternatively prove to be essential for meeting the need of a local household who otherwise may be priced out of the local market. Such proposals will be considered in accordance with Core Strategy Policy SS3, informed by the Strategic Housing Market Assessment and/or housing need assessments, and subject to viability evidence.

#### **Key Policy Context/Framework/References**

PPS3: Housing (2006)

North West Regional Spatial Strategy (RSS) Policy L5 (2008)

## **Domestic Extensions and Alterations**

- 1.3.23 This policy seeks to ensure that any proposals for domestic extensions or alterations meet detailed requirements of design and amenity.

### **Policy DM18 – Domestic Extensions and Alterations**

**Proposals for extensions or alterations to existing dwellings will be permitted so long as:**

- A The scale, design and choice of materials involved respect the character of the parent property with the use of pitched roofs where practicable**
- B They would not lead to a significant reduction in daylighting available to either the parent property or adjacent dwellings**
- C They would not create potential noise nuisance, security or privacy or overlooking problems for residents of either the parent property or adjacent dwellings**
- D They would not result in a loss of 50% or more of the undeveloped curtilage of the parent property**

**Proposals which involve listed buildings or properties within conservation areas must also meet the requirements of Policies ENV4 and DM26.**

**This policy does not apply to the alteration or extension of beach bungalows, which will not be permitted.**

- 1.3.24 It should be noted that the Council will also be mindful of the criteria highlighted in DM12 when considering domestic extensions and alterations. Further guidance may be provided by a Supplementary Planning Document.

### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)

## **Residential Caravans, Mobile Homes, Chalets and Beach Bungalows**

- 1.3.25 Copeland's extensive coastline and general attractiveness for low intensity tourism mean that it remains desirable to continue established approaches to deal with forms of residential development which can have a detrimental effect on the countryside and the surroundings of settlements

## **Policy DM19 – Residential Caravans, Mobile Homes, Chalets, and Beach Bungalows**

**The Council will not permit any new caravans, mobile homes, chalets, or beach bungalows for residential use, except where:**

- A Permanent residential chalets are intended to replace existing residential caravans on sites of more than 10 residential caravans**
- B Individual caravans or residential mobile homes are proposed for a dependant relative or as temporary accommodation to support the establishment of a new rural enterprise**
- C The repair or rebuilding of beach bungalows is of a scale and character matching the existing structure, and occupancy is restricted solely for holiday purposes.**

1.3.26 Whilst caravans and other non-permanent residences may be acceptable in certain circumstances, new beach bungalows are considered to be undesirable development in principle, by virtue of, firstly, their unsustainable location on the otherwise undeveloped coast and secondly, their potential vulnerability to the effects of coastal change. The Council accepts the existing groups of beach bungalows, between St. Bees and Braystones, as a feature of that coast; but rebuilding of them as larger or more permanent structures, or conversion to permanent dwellings, is contrary to the development strategy for the Borough as set out in the Core Strategy in ST4 and other policies. Repair or rebuilding on a 'like for like' basis may be permissible where safety and effective coastal management are not compromised, and must be accompanied by a planning obligation precluding use as a main or permanent residence.

## **Sites for Gypsies and Travellers**

### **Policy DM20 – Gypsies and Travellers**

**Proposals for sites to accommodate Gypsies and Travellers will only be permitted when the following criteria are met:**

- A There is a demonstrable need for a site**
- B Sites are not located within or adjoining St Bees Heritage Coast, areas of Landscape Importance, areas of nature conservation interest, Conservation Areas or in the vicinity of Listed Buildings or Scheduled Ancient Monuments, where such development would compromise the**



**objectives of the designation of otherwise have a significantly adverse impact on the local landscape or undeveloped coast**

- C The site is well related to an existing settlement and the main highway network**
- D It incorporates appropriate access and parking arrangements**
- E The site has reasonable access to community services**
- F It is not significantly detrimental to the amenity of adjacent occupiers**

- 1.3.27 The Council accepts its duty to provide for gypsies and travellers in appropriate locations. The criteria within the Preferred Options Policy are designed to ensure that any site(s) for Gypsies and Travellers will meet an identified need, are well connected and do not unacceptably affect the local environment.

#### **Key Policy Context/Framework/References**

Circular 01/06 Planning for Gypsy and Traveller Caravan Sites (2006)

RSS Partial Review Consultation (2009)

### **Protecting Community Facilities**

- 1.3.28 This Policy reinforces the support given to the provision of essential shops and services set out in Core Strategy Policies ER7, ER9 and SS4.

### **Policy DM21 – Protecting Community Facilities**

**Development or change of use which would result in the loss of an existing social, community or sports facility will be resisted where there is evidence that there is a demand for that facility that is unlikely to be met elsewhere.**

- 1.3.29 The policy aims to protect facilities in all rural locations, not only towns and local service centres. This is an important adjunct to the Core Strategy's stress on promoting most new development in the towns; whilst that is essential for sustainable growth in the Borough, it will be complemented by measures aimed at preserving the vitality of rural settlements.

## **1.4 Development Management for Accessibility and Transport**

- 1.4.1 Policy T1 sets out the strategic principles for Improving Accessibility and Transport. This complementary Development Management policy sets out the Council's approach towards managing development which has implications for the Borough's transport network.

### **Development Management Policy DM22 – Accessible Developments**

**The Council will require development proposals to be accessible to all users and accord with the following principles:**

- A The layout of the development responds positively to existing movement patterns in the area by providing or contributing towards:**
- i) Permeable and legible layouts which are convenient for access into and through the site for pedestrians, cyclists and disabled people**
  - ii) Access for public transport**
  - iii) Access for emergency and service vehicles**
- B Incorporate innovative approaches to managing vehicular access and parking with:**
- i) Standards incorporated into the design of the development which manage traffic access and speeds without excessive engineering measures**
  - ii) Incorporate car parking, through a variety of on street and off street arrangements which avoid vehicles dominating the street scene, whilst meeting adopted car parking standards which reflect the needs of the Borough in its rural context**

**Where necessary the potential transport implications of development will be required to be supported by a Transport Assessment and a Travel Plan to manage any significant transport implications.**

- 1.4.2 This policy supports urban design principles for accessibility, parking, travel demand and travel planning.
- 1.4.3 Good design is necessary to ensure accessible and permeable developments particularly for pedestrians, cyclists and disabled people. It is also important for ensuring that vehicle access and parking are given proper consideration in new developments but do not dominate. This means a shift away from engineer-led, car-based developments to block patterns and developments with street frontages which can make walking and cycling more attractive options. It calls upon designers to be imaginative in integrating vehicular access in new developments.

- 1.4.4 The Council will produce a Parking Strategy for the Borough that will contain standards which reflect the local, more rural context of the Borough. Until this time the standards set out in RSS will be used as a guide.
- 1.4.5 The development thresholds that will trigger a Transport Assessment and Travel Plan are outlined in Appendix XX. (Please note that these thresholds are the same as were included in Appendix 4 of the Copeland Local Plan 2001-2016)

#### **Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
PPG13: Transport (2001)  
Manual for Streets (2007)  
North West Regional Spatial Strategy (RSS) Policies RT2 & RT8 (2008)  
Copeland Local Plan Policies DEV6, HSG8, TSP7 & TSP8 (2006)

### **Development Management for Information and Communications Technology**

- 1.4.6 Policy T2 sets out the strategic principles for improving Information and Communications Technology. This policy sets out requirements for assessing proposals for information and communications technology development.

#### **Policy DM23 - Information and Communications Technology**

**In considering proposals for information and communications technology development the following factors will be taken into account:**

- A the need generally to avoid high quality landscapes and particularly visually prominent locations and to protect areas of natural and man-made conservation importance including Conservation Areas and Listed Buildings and their settings**
- B the need to site and design equipment in such a way as to minimise its impact on the surrounding area including adjacent or nearby residential areas**
- C in the case of masts, the availability of alternative sites or the possibility of sharing facilities with other operators. New masts will only be permitted if it can be demonstrated that mast-sharing is impractical.**

**All major new developments will be required to be enabled for Next Generation Access (NGA) Broadband**

- 1.4.7 Advances in communications and information technology have resulted in a fast growing telecommunications industry. Whilst the Council is supportive of facilitating the growth of new and existing systems this will not be at the expense of damage to sensitive areas like high quality landscapes, important wildlife sites or Conservation Areas which will continue to be protected. Generally it will try to minimise the amount of infrastructure required to carry new technologies e.g. by encouraging mast-sharing for aerials, antennae and dishes.

## **1.5 Development Management for Environmental Protection and Enhancement**

### **Development Proposals and Flood Risk**

- 1.5.1 Policy ENV1 (in Chapter 7) aims to ensure that new development is located outside areas at risk from flooding and that development does not contribute to an increased risk of flooding elsewhere. This policy supplements that approach to provide clarity for development proposals in areas which are considered to be at risk of flooding or for those where development is likely to increase the risk of flooding elsewhere.

#### **Policy DM24 – Development Proposals and Flood Risk**

**Where a proposed development is likely to be at risk from flooding or increases risk of flooding elsewhere, a Stage 2 Flood Risk Assessment (FRA) will be required to be submitted as part of the planning application.**

**Development will not be permitted where it is found that:**

- A There is an unacceptable risk of flooding; or**
- B The development would increase the risk of flooding elsewhere; or**
- C The development would cause interference with or loss of access to a watercourse**

**and the benefits of the development do not outweigh the risks of flooding. The only sites that are likely to meet an Exceptions Test, as described in PPS25, are key regeneration sites e.g. in Whitehaven town centre.**

**Where a development requires the provision of additional flood defence and mitigation works, any costs, including maintenance, should be met by the developer.**

- 1.5.2 As with Policy ENV1, this policy statement is based on ensuring that new development is located outside areas at risk of flooding (see paragraph 7.2.2 in the Core Strategy DPD) or designed to minimise flood related damage by incorporating flood resistance measures. It reinforces the focus of protecting development against flood risk.

**Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)  
PPS25: Development and Flood Risk (2010)  
North West Regional Spatial Strategy (RSS) Policies DP9, EM5 & EM6 (2006)  
Copeland Local Plan Policy ENV 16 (2006)  
Copeland Level 1 Strategic Flood Risk Assessment (2007)  
Shoreline Management Plan 2 (2011)

**Nature Conservation, Habitat Protection and Protected Species**

- 1.5.3 This policy sets out the detailed approach towards managing development proposals which are likely to have an effect on nature conservation sites, habitats and protected species. It supports the Core Strategy approach to biodiversity and geodiversity in Policies ST1 and ENV3.

**Policy DM25 – Protecting Nature Conservation Sites, Habitats and Protected Species**

**A All development proposals should:**

- i) **Protect the biodiversity value of land and buildings;**
- ii) **Minimise fragmentation of habitats;**
- iii) **Maximise opportunities for conservation, restoration, enhancement and connection of natural habitats and creation of habitats for species listed in UK and Cumbria Biodiversity Action Plans. Special consideration should also be given to those European habitats that lie outside the boundaries of European designated sites;**

**B Development proposals that would cause a direct or indirect adverse effect on locally recognised sites of biodiversity and geodiversity importance, including County Wildlife Sites, Local Nature Reserves and Regionally Important Geological/Geomorphological Sites or protected species will not be permitted unless:**

- i) **The benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats, and;**
  - ii) **Prevention, mitigation and/or compensation measures are provided. An appropriate long-term management plan will be sought and arrangements to provide adequate funding will be made in accordance with a formal planning agreement or obligation.**
- C Where compensatory habitat is created, it should be of equal or greater size than the area lost as a result of the development.**
- D Development proposals where the principal objective is to conserve or enhance biodiversity or geodiversity interests will be supported in principle.**
- E Where there is evidence to suspect the presence of protected species any planning application should be accompanied by a survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for, their needs.**
- F All development proposals must take into account any likely significant effects on the internationally important sites both within the borough and within a 20km radius of the borough boundary as well as those that are hydrologically linked to the development plan area.**

- 1.5.4 A Habitats Regulations Assessment should be undertaken, not only by Planning Authorities when preparing planning documents, but also by developers when they are preparing a proposal that may negatively affect the integrity of relevant internationally important sites i.e. Natura 2000 and Ramsar sites. The Assessment should cover any possible negative impacts on the integrity of all the sites within a 20km radius of the proposed development site and, in addition, consider the impacts in combination with other current and emerging plans and proposals that could also affect the biodiversity site.
- 1.5.5 Occasionally, development proposals may involve land or buildings which have been colonised by protected species that are not within an otherwise protected site. Bat roosts and barn owls in buildings are examples. Developers are encouraged to approach the Cumbria Ecological Records Centre to check whether these species are present on the proposed site as part of the planning application process.

#### **Key Policy Context/Framework/References**

PPS9: Biodiversity and Geological Conservation (2005)  
 North West Regional Spatial Strategy (RSS) Policy EM1 (2008)  
 Cumbria Biodiversity Action Plan (2001)

## Landscaping

- 1.5.6 DM26 sets out a requirement for new developments to consider landscape features and improvements. It expands on the Core Strategy policy ENV5: Protecting and Enhancing the Borough's Landscapes.

### Policy DM26 – Landscaping

**All development proposals will be assessed in terms of their potential impact on the landscape. Developers should refer to the Cumbria Landscape Character Assessment and Cumbria Historic Landscape Characterisation documents for their particular character area and design their development to be congruent with that character**

**The Council will continue to protect the areas designated as Landscapes of County Importance on the Proposals Map from inappropriate change until a more detailed Landscape Character Assessment can be completed for the Copeland plan area**

**Proposals will be assessed according to whether the proposed structures and associated landscaping relate well in terms of visual impact, scale, character, amenity value and local distinctiveness and the cumulative impact of developments will be taken into account as part of this assessment**

**Development proposals, where necessary, will be required to include landscaping schemes that retain existing landscape features, reinforce local landscape character and mitigate against any adverse visual impact. Care should be taken that landscaping schemes do not include *invasive* non-native species**

**The Council will require landscaping schemes to be maintained for a minimum of five years**

- 1.5.7 A large amount of work has been done to characterise each of the different landscapes in the plan area with regards to, not only their natural features, but their present and historical land uses etc. Maintaining the wide variety of landscape characteristics is important for the social and economic health of the borough, contributing as they do to the amenity of residents and tourists alike. This policy sets out the approach for ensuring that new development protects and enhances existing landscape features.

### Key Policy Context/Framework/References

Copeland Local Plan (2006) Policy ENV12

Cumbria Landscape Character Assessment Guidance and Toolkit (2011)

## **Built Heritage and Archaeology**

- 1.5.8 This policy sets out the approach towards development which affects the heritage assets and archaeology of the plan area. It supports the strategic approach set out in Preferred Options Policies ST1 and ENV4.

### **Policy DM27 – Built Heritage and Archaeology**

- A Development proposals which protect, conserve and where possible enhance the historic, cultural and architectural character of the borough's historic sites and their settings will be supported. This will be particularly relevant in the case of:**
- i) Scheduled Ancient Monuments**
  - ii) Conservation Areas**
  - iii) Listed Buildings and structures**
  - iv) Non-listed buildings and structures or landscape features of local heritage and archaeological value**
  - v) Surface and below ground archaeological deposits**
- B Development proposals which adversely affect a Scheduled Ancient Monument or its wider site or setting will not be permitted**
- C Development within conservation areas will only be permitted where it preserves or enhances the character or appearance of the area and, where appropriate, views in and out of the area. The Council will pay particular attention to:**
- i) How new development respects the character of existing architecture and any historical associations, landscape features, open spaces, trees, walls and quality of townscape**
  - ii) The impact of any proposed works to trees with regard to policy DM28**
  - iii) The design of any proposals for new or altered shopfronts and / or signage, which should be an integral part of the design and avoid the use of internally illuminated signage**
- D Development which affects Listed Buildings or their setting will only be permitted where it:**
- i) respects the architectural and historic character of the building**



- ii) avoids any substantial or total demolition, or any demolition that is not related to proposed development affecting the building
- iii) does not have an adverse effect on the setting or important views of the building
- iv) involves a change of use to all or part of the listed building which contributes to the conservation and overall economic viability of the building, and where the use can be implemented without any adverse alterations to the building

**E Any development proposal which is considered to affect an existing or potential site of archaeological importance will be required to be accompanied by an archaeological assessment. Where archaeological deposits are evident, below ground or on the surface, evidence should be recorded and where possible preserved in-situ. Proposals for development where archaeological interest has been established will not be approved until evidence has been provided that the risk of archaeological disturbance has been adequately investigated and has been minimised. Planning permission will not be granted if the impact on potential archaeology is unacceptable.**

- 1.5.9 In the context of managing development, the policy approach is to assess the implications of new development on features of historic value, including historic buildings, as part of the planning application process.
- 1.5.10 The policy covers not only designated heritage assets but those considered to be important by local communities but with no official designation i.e. landmark structures and landscape features. There is no official list of these assets but their existence will become apparent as development proposals are brought forward as part of the application process and local residents comment on these applications. Therefore, it is important that developers making applications are aware of any features in the vicinity of their sites which could be considered to be local landmarks and take account of the impact that their developments might have on these features and their settings. Pre-application advice should be sought on these matters where there is any uncertainty.

#### **Key Policy Context/Framework/References**

PPS7: Sustainable Development in Rural Areas (2004)  
 PPS5: Planning for the Historic Environment (2010)  
 North West Regional Spatial Strategy (RSS) Policy EM1  
 Copeland Local Plan Policies DEV1-6 & ENV 25-37 (2006)

## Protection of Trees

- 1.5.11 The objective of this policy is to set out how the Council will manage proposals that involve trees in conservation areas and trees that are protected by Tree Preservation Orders.

### Policy DM28 – Protection of Trees

- A Development proposals which are likely to affect any trees within the Borough will be required to:**
- i) Include an arboricultural assessment as to whether any of those trees are worthy of retention and protection by means of a Tree Preservation Order**
  - ii) Submit proposals for the replacement or relocation of any trees removed, with net provision at a minimum ratio of 2:1, with preference for the replacement of trees on site and with native species**
- B Any proposed works to Trees within Conservation Areas, or protected with Tree Preservation Orders, will be required to include an arboricultural survey to justify why works are necessary and that the works proposed will, where possible, not adversely affect the amenity value of the area**

- 1.5.12 The Council wants to protect any tree that is worthy of retention. If, however, development does lead to a loss of trees the Council will seek to negotiate for replacement trees to be provided, preferably on site

- 1.5.13 One of the Core Strategy Objectives is to increase the amount of tree cover in the borough. Trees are an important resource in any environment, helping to clean the air, absorb carbon dioxide, provide shade and improve the character of urban environments. Therefore, the Council requires that developers who plan to remove any trees, submit plans that make it clear which trees will be affected and make provision for the replacement of the lost trees with suitable substitutes at a minimum ratio of 2:1.

#### Key Policy Context/Framework/References

PPS7: Sustainable Development in Rural Areas (2004)  
North West Regional Spatial Strategy (RSS) Policy EM1  
Copeland Local Plan Policies ENV10 & 27 (2006)

## Advertisements

- 1.5.14 The objective of this policy is to set out the Council's preferred approach to managing proposals for advertisements, both within and outside areas of Special Advertisement Control in the Borough.

### Policy DM29 – Advertisements

- A In areas of Special Advertisement Control the Council will not normally grant express consent for the display of advertisements unless:**
- i) There is no nearer location on a public road**
  - ii) The sign is of a standard design approved by the Council and serving to advertise one or more businesses in a nearby community**
  - iii) The sign is of a reasonable scale and appearance, having regard to the nature and situation of the land or building to which it relates**
- B Outside Areas of Special Advertisement Control advertisements will be granted consent if all of the following criteria are met:**
- i) They would not be obtrusive or dominant features in the street scene**
  - ii) They would not create clutter on a building or within the street scene**
  - iii) They would not harm public safety**
  - iv) Where attached to a building, they would respect its scale, proportions and architectural features.**

1.5.15 The Issues & Options Report set out four options for an appropriate approach in relation to regulating the impact of advertisements. The preferred option reflects the first option which is to develop a policy similar to the approach in the Local Plan which assesses the potential impacts of advertisements using criteria which differentiate between the control of advertisements in the countryside and urban areas. It is important to maintain the distinction between areas of the Borough which are within and outside areas of Special Advertisement Control. The Council has greater control over the size and location of advertisements in these areas.

**Key Policy Context/Framework/References**

PPS1: Delivering Sustainable Development (2005)

PPS6: Planning for Town Centres (2005)

Copeland Local Plan Policies DEV1 & ENV 39-40 (2006)

**Issues and Options Source**

Question 22: which sets out approaches for regulating the impacts of advertisements.

## **Rural Development**

1.5.16 There has been a recent increase in popularity and demand for small holdings, hobby farming and equine related development.

- 1.5.17 Whilst supporting rural businesses the Council wants to ensure that any such development is appropriately managed so that it does not result in over intensive use in the countryside or erode the local character.

### **Policy DM30 – Rural Buildings**

**The Council will generally look favourably on proposals for small holdings and equine related developments that appropriately reuse existing buildings.**

**Proposals for new agricultural buildings, small holdings and equine related development will be permitted so long as they:**

- A Are well related to an existing settlement or farm building complex, or where this is not possible or appropriate are accessible and well screened**
- B Are of an appropriate design and scale**
- C Use materials and colours that enable the development to blend into its surroundings**
- D Do not adversely impact on the local landscape character or built environment**
- E Do not significantly impact the amenity of any nearby residential properties**

**Such developments may also require an appropriate planting scheme.**

- 1.5.18 Planning Policy Statement 7 (PPS7) states that local planning authorities should support equine enterprises that maintain environmental quality and countryside character
- 1.5.19 Policy DM30 is designed to support such development whilst also protecting the landscape character and built environment of the Borough as well as local amenity.

#### **Key Policy Context Framework**

PPS7: Sustainable Development in Rural Areas

Local Plan Policies DEV1, DEV5 and ENV41

#### **Issues and Options Source**

Question 19: which asked about the most appropriate approach for dealing with stables and equine related development.

## APPENDIX 1: LIST OF POLICIES REPLACED BY THIS DOCUMENT

a) Transport Assessments

Transport Assessments are required by virtue of Policy TSP 7 in relation to the following:

1. residential development in excess of 100 units, or
2. employment uses in excess of 5,000 sq. m. gross floorspace, or
3. other developments in excess of 1,000 sq. m. gross floorspace, or
4. hotel developments in excess of 100 bedrooms, or
5. caravan or similar holiday sites in excess of 100 units, or
6. any development that either generates in excess of 100 heavy goods vehicles per day or 100 vehicle movements in any hour or
7. any development that materially adds to local congestion or,
8. any development that may impact on the trunk road network

b) Travel Plans

Also in accordance with Policy TSP 7 Travel Plans will be required for:

1. retail and indoor leisure facilities in excess of 1000 sq. m. gross
2. office, employment, education health and services development in excess of 2500 sq. m. gross
3. new and expanded school facilities
4. development that would otherwise generate local traffic problems as identified through a transport assessment or an evaluation of a proposal.

**COPELAND LOCAL DEVELOPMENT FRAMEWORK**

# **ECONOMIC DEVELOPMENT LAND SUPPLY**

**Core Strategy Topic Paper 1**

**December 2011**







# **EMPLOYMENT LAND**

## **CORE STRATEGY TOPIC PAPER**

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# **1 Background**

## **Economic Change in the twentieth century**

The traditional industries, mostly extractive, which drove the nineteenth century growth of the main settlements, declined during the 20<sup>th</sup> century. Early efforts to provide for alternative employment relied on the approach typical from the 1930s to the 1960s. On the one hand there were incentives to firms to move to Development Areas (of which West Cumbria was one) – many of these firms were not long-lived, and the general migration of manufacturing to lower cost countries has taken its toll. On the other, land was made available, but this often relied on availability, for example of former colliery land; as accessibility has become a more and more critical factor in employment location, West Cumbria in general, and particular locations remote from trunk roads, such as Moresby Parks and Leconfield (Cleator Moor), have struggled to compete.

The nuclear sector arrived in the 1947 with the start of work at Sellafield. Today as many as 12,500 people (about 40% of all the employees in Copeland) work at the plant. This means that the area has one of the highest proportions of people employed in knowledge-based industry in the country. The site is also host to 70% of the UK's nuclear waste; decisions are needed to deal with this legacy and also to consider a new generation of nuclear power stations at potential sites in the Borough. At present some of the reprocessing operations at Sellafield have an uncertain future, and whilst decommissioning is itself a major employer and a potential source of international business, the Sellafield labour force will be expected to decrease steadily in the long term.

## **The 21<sup>st</sup> century response**

The emerging response to this in Cumbria was the development by Cumbria Vision of 'Britain's Energy Coast: A Masterplan for West Cumbria', which was adopted in 2007 (and was recently reviewed by the 'West Cumbria Economic Blueprint'). It is designed to build on Copeland's nuclear and engineering strengths and to create further knowledge-based opportunities, as well as to diversify the economic base, there is also a lesson of history from both coal and nuclear ages not to rely on one single industry. Whilst the Council does not have the authority to make decisions about the future role of nuclear in Copeland, the Local Development Framework has a major role to play in implementing the Energy Coast Masterplan and diversifying the Borough's economic base.

Other sectors are those associated with a large rural area. Jobs in agriculture have been falling for a number of years, but the sector is still an important contributor to the local economy and the principal means of maintaining the countryside and landscapes which are valued by local people and visitors; new approaches to development in rural areas are needed to support farm enterprises and other rural businesses. Tourism is an important focus of opportunity within the Borough, especially given the overlap with the Lake District National Park and the presence of the Coast-to-Coast footpath. There is identified potential for this sector to grow from the current 1.8 million visitors a

year and £95million expenditure, by some 5% each year. This will require new and improved attractions, facilities and accommodation throughout the Borough.

### **Locational focus of planned development and land supply**

Strategic Policy ST2 sets out a settlement hierarchy which underpins all locational choice in the Borough. Employment location is expected broadly to follow this hierarchy, though it will be modified where, for example, activities are of a kind which is not appropriate or a good neighbour in urban/populated areas, or where the benefits of reducing car use are outweighed by the impact of frequent lorry deliveries. In general, though, much of the expected employment growth will be of a kind that could be located in the key centres, and this is the underlying aim. In particular, as the Employment Land and Premises Study observes (p.94), opportunities in Whitehaven town centre can add to supply but require less land-take; they could also respond to a perceived shortage of quality stock in the centre (ELPS p.65).

In fact, notwithstanding the importance of Sellafield, jobs are already strongly concentrated in the towns, as Figure 1 shows.

**Table 1: Location of jobs in Copeland**

Total, Copeland Borough	29,530
Sellafield	11,938
Total, non-Sellafield jobs	17,412
Whitehaven*	8,694
Egremont	2,444
Millom and Haverigg	1,715
Cleator Moor	1,114
Rest of Copeland	3,445
* 7 Whitehaven Wards	

Source: NOMIS 2009

### **Drivers of Change and the Growth Agenda**

The principal over-arching influences on spatial strategy development are:

- Climate change and the drive for greater sustainability
- The 'Energy Coast' concept and economic growth
- Household change and housing growth
- Change in the nuclear industry

### **Climate and Sustainability**

For the purposes of employment land designation, the key climate change-related factor is the need to optimise sustainability of location. The distribution of development envisaged by Policy ST2 responds to this. For example, the ELPS notes the potential of central Whitehaven to house office

and other uses more efficiently than out-of-town sites. However, choices are not always straightforward; in Copeland we additionally have to take account the location of our existing sites, which reflect in part their history, but also the difficulties posed by geographical constraints, such as floodplains or topography, around the towns.

### **The 'Energy Coast' and economic change**

There is a strong connection in Copeland - stronger than in most places - between the issue of climate change and the issue of economic change. This reflects the importance of the energy sector in the local economy; and its potential to respond to climate change and a low-carbon strategy. The 'Britain's Energy Coast' Master Plan sets out how Copeland and Allerdale could take advantage of the potential of nuclear, wind, and water energy to become a very important player in this strategy.

It is a strategy both for energy generation and for economic growth. The energy sector is clearly the key driver in economic terms, and is likely to become more so. Sellafield's 12,500 employees - the great majority of them West Cumbria residents - are predominant in an economy with about 66,500 jobs (Copeland and Allerdale Boroughs). The forecasts suggest that what happens to this total jobs figure over the next 20 years will very much depend on what happens in the energy sector.

Research has been carried out to update the assumptions underlying the Energy Coast Master Plan (*Projections Paper – Projecting Employment and Housing Change November 2011*) to inform the 'Blueprint'. This looks at three scenarios – a 'baseline' which concludes that, due primarily to decommissioning, the Borough would lose substantial numbers of jobs by 2026; 'nuclear new build', which predicts a smaller loss (with peaks during power station construction, and up to 1,000 employed after commissioning); and 'nuclear investment', with a range of other processes which may emerge at Sellafield, and the job supply remains broadly static.

**Table 2: The Range of Employment Scenarios**

<b>Scenario (West Cumbria)</b>	<b>Employment 2011</b>	<b>Employment 2026</b>	<b>Change 2011-26 %</b>
Baseline	59,573	57,737	
Nuclear new build	59,573	59,345	
Nuclear investment	59,576	62,663	
<b>(Copeland)</b>			
Baseline	26,566	23,384	-12%
Nuclear new build	26,566	24,784	-6.7%
Nuclear investment	26,569	27,793	+4.6%

*Source: 'Projections Paper – Projecting Employment and Housing Change'. Spatial Implications of Britain's Energy Coast paper November 2011*

The paper refers to a policy “challenge” – to be able to react to the ‘baseline’ position whilst also allowing for the full potential of nuclear investment. The Core Strategy aims to do this by ensuring a supply of land, and other strategic policies, which encourage diversifying inward investment and at the same time create an environment which will allow the nuclear industry to reach its full potential.

### ***Household change and housing growth***

This subject is covered in more detail in the Housing Topic Paper. For the purposes of this paper it should be recognised that in Copeland the housing stock is particularly intimately linked with economic development prospects. The ECMP and the ‘Blueprint’ have noted that the Borough is not well provided with ‘aspirational’ housing, which supports perceptions that, notwithstanding the high quality jobs on offer at Sellafield and other nuclear-related sources, a large proportion of managerial and professional staff are not attracted to live in Copeland and are prepared to commute substantial distances instead.

Thus, policy for economic diversification and growth is supported by policies

- designed to encourage the improvement of the range of housing on offer in Copeland;
- in terms of numbers, ensuring that there is enough land available to support growth and, correspondingly, adapt to a reversal of the trend of population decline;
- developing the attractiveness of the towns, especially Whitehaven (which already demonstrates that high quality housing development can succeed in the town).

### ***Change in the nuclear industry***

The nuclear industry accounts directly for about 40% of the jobs available in Copeland, and indirectly for an estimated further %. The ‘Blueprint’ analyses a set of future scenarios markedly different from the assumptions in force when the Energy Coast Master Plan and Local Plan were produced, for the following reasons.

1. Expectations of the future of decommissioning, alongside other operations at Sellafield, are evolving and the forecast rate of job contraction is now much slower than it was in 2008.
2. The proposed power station at Sellafield will bring an estimated 4,000 temporary jobs during construction, with almost a thousand permanent operational staff when it is complete.
3. New nuclear investment streams are being developed. There is not enough detail or certainty about these to enable this round of plan preparation to take them into account - if necessary, a review or partial alteration of the Core Strategy can cater for them at an appropriate time. However, they are a factor in planning for housing in the medium to long term, and that is why the Local Development Framework plans for a housing figure based on

forecast need, whilst also making sure there is flexibility for an aspirational level of development.

## 2 Taking forward the Local Plan

The background to producing the Local Plan (2001-2016, adopted 2006) was strongly similar to the continuing context outlined above. In particular:

1. the background socio-economic characteristics of the Borough have not changed significantly;
2. Sellafield job projections were pessimistic, implying a loss of 7,000 jobs, 27% of the Copeland labour force, by 2015.

The approach was based on retaining a portfolio of employment land catering for 'high end' development (mainly, at Westlakes Science and Technology Park) but also for smaller-scale and locally-based manufacturing and commercial development on the existing stock of industrial estates and other sites. In general little demand was identified to re-allocate land for other uses such as housing, though Devonshire Road in Millom was the subject of one such change.

The approach has had limited success. This can be attributed to four factors.

1. As a peripheral area, distant from main routes, West Cumbria has to work hard to attract the kind of investment need to diversify.
2. In an increasingly competitive environment, the quality of much of the Borough's employment land is problematic.
3. Development prospects have been blighted, during half of the time since the Plan was adopted, by the aftermath of the 'credit crunch' – as usual, the economic slowdown has impacted most on areas of low development value, of which West Cumbria is one.
4. The demise of the Regional Development Agency, and the advent of a more fragmented approach to Government funding in which regeneration is explicitly not prioritised, leaves West Cumbria at a disadvantage when the distribution of growth-directed public funds is concentrated on areas which are already successful.

However, there are encouraging signs. Westlakes has been successful in showing that a quality science park can grow in West Cumbria. In addition, a number of developments of great potential look to be on the way to fruition, notably the package of sites at Pow Beck (guided by the SPD adopted in 2009); Whitehaven's first modern office development at Albion Square; and the mixed use development on the Mark House site on the harbourside.

These signs of incipient success, the continuing broad-based support among stakeholders, and the lack of suggestion that there is another way, indicate that this broad strategic direction continues to be valid, and the Core Strategy is thus based on that foundation. However, the loss of key sources of gap funding will make securing development more challenging.

### **3 Responding to regional and national policy**

#### ***Regional and sub-regional strategy***

The Regional Spatial Strategy (RSS) is now in the process of being revoked, but at the time of drafting, planning authorities are still required to conform to it. Much of the production period of the Core Strategy has taken place while the RSS was still in force, and the strategy has therefore been drafted to conform with it.

West Cumbria was singled out as a priority for investment addressing regeneration and worklessness (policies RDF1 and W1), with Whitehaven (along with Workington) singled out as a location for regionally significant economic development (W2). Although policy W4 advocates the de-allocation of surplus employment land, it makes an exception for sites that “provide, or have the potential to provide, an important contribution to the economy of the local area”. (This supports the Borough Council’s position that, although there is a surplus of land compared to historic take-up rates, and some sites are expected to be de-allocated in the site allocation process, most sites have particular characteristics that mean they have that potential to contribute.)

The Core Strategy also recognises the Cumbria Sub Regional Spatial Strategy (adopted in 2008), part of the Community Strategy for Cumbria. This has an approach to development which flowed from the (no longer extant) Structure Plan, and is based on a hierarchy of ‘major’ development in Whitehaven (along with Workington and Maryport across West Cumbria); ‘moderate’ development in Cleator Moor, Egremont and Millom (along with Aspatria, Cockermouth, Silloth and Wigton); and ‘small scale’ development in local service centres and other locations identified in local development frameworks. The spatial approach of Core Strategy policies ST2 and ER6 reflects this.

The strategy supports provision for high value business development, along with further and higher education to develop skills (especially nuclear-related) at Westlakes, identified as a strategic investment site by the Regional Economic Strategy (as was Lillyhall). It advocates economic diversification including development of the tourism industry.

#### ***The National Planning Policy Framework (NPPF)***

The NPPF is the most up-to-date expression of national planning policy. It carries forward, in a more concise form, policies which are essentially in continuity, as far as economic development is concerned, with the predecessor Planning Policy Statement 4 (PPS4). The Core Strategy is based on the policies previously consulted upon in the Preferred Options report, which were drafted to comply with PPS4. Having tested the Core Strategy against the NPPF, the Borough Council is confident that the Core Strategy’s economic development policies, along with the rest of the plan, remain compliant with national guidance.

The NPPF states that the local plan (correctly, the Local Development Framework) “should include strategic policies to deliver ... economic development requirements”. The background and evidence base sections above indicate what these are for Copeland. They continue an approach to



regeneration developed relatively recently, with wide stakeholder support, to respond to a situation which has not fundamentally changed in the few years since the Energy Coast Master Plan and Local

Plan were adopted. They are supported by the evidence base, as independently reviewed most recently in the West Cumbria Economic Blueprint.

***Collaborative working (NPPF para. 29)***

This section of the strategy has been drawn up in consultation with Cumbria County Council, Allerdale Borough Council and business interests, as consultees. (The strategy has also been tested against the Lake District Core Strategy and is accepted by the National Park Authority.) That consultation has been bolstered by the continuing partnership approach of strategy development for the Energy Coast, which involves those authorities and key elements of the business community.

***Assessing economic development land supply and demand (NPPF para. 30)***

Requirements have been extensively investigated, by independent consultants, in the preparation of the Employment Land and Premises Study and in the review of that and other evidence for the Blueprint. The supply has been assessed as more than enough to meet demand.

It is acknowledged that much of the supply has constraints of quality and accessibility. But these reviews of the supply have demonstrated, firstly, that the Westlakes Science and Technology Park should provide a good supply of quality 'B1' land well into the plan period; and secondly, that there are no better candidates available for employment allocation. (From a sub-regional perspective, Copeland also benefits from the Lillyhall strategic site close to its northern boundary.) Complementing this, the Council is acting, with support from Sellafield, to create a supply of high quality office space in Whitehaven town centre (another Master Plan objective).

***Supporting economic development (NPPF paras. 73-75)***

The Core Strategy recognises, and sets out in spatial terms, the economic vision and strategy of the ECMP and its update in the Blueprint. The partners are satisfied that West Cumbria is supplied with (pre-existing) strategic sites at Lillyhall and West Lakes, along with proposals to develop the strategic significance of south and central Whitehaven; and that these are a realistic focus for promotion of inward investment. The strategy is in place both to support the critically important nuclear sector, and to nurture and develop other sectors, notably renewable energy, tourism and (probably energy-linked) knowledge and information technology industries. Priority areas have been identified for regeneration (primarily, in Whitehaven and the three smaller towns); infrastructure needs have been identified; and the Council is open to the development of new working practises, though this is contingent on the development of a high quality broadband network, in which the Council is actively supporting the County Council's Connecting Cumbria initiative.

***Promoting the vitality and viability of town centres (NPPF paras. 76ff.)***

Town centre development is not actively considered here. But it should be noted that development in Whitehaven (as referred to above) is an integral part of the ECMP approach. It is backed up by a strategy for Whitehaven in the Whitehaven and Harbourside SPD, which has been brought forward

in parallel with the Core Strategy. The Core Strategy also prioritises regeneration and growth in Cleator Moor, Egremont and Millom.

## 4 Sub-regional strategic context – the Energy Coast Master Plan

The Energy Coast (originally West Cumbria Spatial) Master Plan, adopted in 2007, articulated a vision for the economic development over 20 years, and acts as a guide for public investment to realise that vision.

The ECMP sets out **strategic themes** as follows.

1. Business and enterprise; building on West Cumbria's strengths associated with nuclear and renewable energy, supporting diversification, and increasing the value of the tourism sector.
2. Skills and research; a globally competitive energy and environmental technology cluster, backed up with similar quality research operations, and a growing supply of the requisite skills to take advantage of changes in the nuclear sector and new markets.
3. Connectivity and infrastructure; improving the capacity of main rail and road routes, along with the Port of Workington, and access to Carlisle Airport.

Under the last heading is a commitment to strengthen the sub-regional portfolio of development opportunities, whose priorities are

- the strategic sites at Westlakes Science and Technology Park (and Lillyhall in Allerdale),
- Whitehaven harbour and town centre (as well as Workington town centre and Maryport harbour in Allerdale),
- short term priority employment areas at Bridge End in Egremont and Leconfield in Cleator Moor,
- longer term investment at Moresby/Whitehaven Commercial Park and Pow Beck (plus various sites in Allerdale),
- housing market renewal, accompanied by new housing development in north, east and south Whitehaven, (along with sites in Workington and Maryport), and
- 'aspirational' housing in central Whitehaven, St Bees, and sites not at that time identified around Egremont and Cleator Moor (as well as in Workington).

In 2011/12 the ECMP has been updated by the West Cumbria Economic Blueprint. The Blueprint concludes, in effect, that the original vision remains broadly valid, and the partners involved agree that the key principles should be

1. Excellence in energy;
2. Diversification and innovation;
3. Connected West Cumbria;
4. Quality of Life, Quality of Place – this last representing a new stress on a theme picked up but given less prominence in the ECMP.

In terms of prioritising sites, the Blueprint singles out the following.

- Westlakes Science and Technology Park.

- Albion Square, Whitehaven, to increase the number of workers in the town centre and set it up as a place for investment in town centre office space.

- 'secondary' employment sites at Egremont and Cleator Moor.
- nuclear new build and, potentially, Sellafield extension.
- leisure opportunities near Cleator Moor.
- Whitehaven town centre investment.
- housing sites in south and north east Whitehaven, and around Egremont and Cleator Moor.

(along with, in Allerdale, Lillyhall, Workington Port, 'secondary' employment land at Maryport, further investment in Workington town centre, Derwent Forest as a leisure sector opportunity, and housing at Workington, Maryport and Wigton).

This list compares closely with those which were focused on by the ECMP, and referred to specifically in the Core Strategy 'Preferred Options' Report. It also demonstrates the continuation of the sub-regional approach which underlies Core Strategy preparation in both Copeland and Allerdale.

## 5 Evidence base research

### ***The West Cumbria Employment Land and Premises Study (ELPS), 2008***

This (DTZ for Allerdale and Copeland Councils) was published in October 2008. Its conclusions advocated an employment land portfolio comprising a mix of sites appropriate to current and future demand of a range of occupiers whilst allowing a degree of flexibility.

The following policy interventions were recommended. All of these themes are picked up, insofar as the planning system is able to address them, in the Core Strategy, as indicated by policy references in brackets.

1. Raise the quality of public realm to enhance investor perceptions, focusing particularly on sites identified as priorities for investment. *(ER5)*
2. Improve the quality of life by promoting development of higher value housing at appropriate locations and enhance cultural facilities in the towns. *(SS1 and SS3, supported by site allocations, and SS5)*
3. Secure better build quality. *(ER5 supported by development management policies DM10 and DM11, and the proposed design quality SPD)*
4. Encourage home working and 'work hubs'. *(ER6)*
5. Promote alignment across public sector agencies. *(Not a specific policy aim, but sub-regional working underpins many aspects of implementing the Core Strategy)*
6. Support business start-up and growth, for which availability of appropriate accommodation is essential. *(ER 4-6 supported by the Council's economic development function)*
7. Support the nuclear industry, with a land portfolio which meets its needs. *(ER1 and ER3, ER4-6)*
8. Site-based policy interventions; de-allocation where appropriate *(ER4, site allocations DPD)*, protecting needed employment land against loss *(ER4)*, refurbishment and reconfiguration *(ER5B, ER6D, supported by application of economic development funds)*, town centre accommodation *(being pursued at Albion Square in Whitehaven initially)*.

The ELPS also classifies the existing site portfolio, with

- Westlakes, Leconfield and Bridge End extension identified as priority investment sites,
- a number of others as 'management sites', with one, Whitehaven Commercial Park, needing a more proactive approach,
- Pow Beck and Cleator Mills suitable for alternative uses if they emerge,
- seven sites, in total about 19m hectares, recommended for deallocation *(which will be considered in detail in the site allocation DPD)*,
- the portfolio of Whitehaven town centre sites *(all referred to in the Core Strategy)* recommended for mixed use development with a stress on tourism and/or office use.

These conclusions have informed, and generally been followed in, Core Strategy preparation, and site allocation issues will be picked up as that Development Plan Document is produced.

The ELPS has been re-evaluated during 2011, in the light of changing circumstances, by the 'Blueprint' work, and in particular the Employment Land Review Update (December 2011).

### ***Employment Land Review Update conclusions, 2011***

The Update concludes that the diagnosis of the ELPS remains valid.

A more detailed assessment of viability concludes that under current market conditions only Westlakes and Bridge End among Class B1/B2 sites, and Quay Street and the twin bus station/bus depot sites in Whitehaven, are definitely commercially attractive. At the other end of the scale those considered not viable are much the same as the list recommended by the ELPS for de-allocation. The remainder are classed as marginal, including Pow Beck and other sites in south Whitehaven, Leconfield and Whitehaven Commercial Park.

**B1 land supply.** An assessment of the 'B1' land supply, dominated by Westlakes but also including a number of small sites in and around Whitehaven town centre, concludes that these can be expected to provide a suitable supply of high quality land for the whole Plan period.

**B2/B8 land supply.** At recent rates of take up there is a substantial surplus of land available for the general supply to meet local need for indigenous growth and warehousing/manufacturing. (about 25 hectares, if the sites recommended for de-allocation are discounted, against projected demand for 8 ha.) Due to the location and character of these sites, the majority are suitable for B2 rather than B8 use. However, if market conditions and the highway network improve, there may be increased scope for B8 use of some of these sites, particularly in the north of the Borough.

Some of this land is likely to be suitable for uses associated with nuclear new build (six sites, total area 10.77 ha., mostly suitable for B2 manufacturing, within 15 minutes' drive of the Sellafield site, in addition to Westlakes).

### ***Future scenarios***

The 'Blueprint' research has incorporated scenarios for the future, based on different employment outcomes –

1. a 'baseline' dominated by employment contraction related to nuclear decommissioning,
2. 'nuclear new build' which is self-explanatory, and
3. 'nuclear investment', relying on the fulfilment of possible new activities at Sellafield.

These have enabled a more detailed look at the possibilities for house building requirements. Analysis of likely demand for employment land relies on two scenarios. The first, or 'low range', relates to the 'baseline' position; the second, or 'high range', assumes nuclear-related growth, such

as the site requirements referred to in the previous paragraph. (Note that in this context, the power station itself, and activity within the Sellafield site, are outwith the land supply as that land is not openly available on the market.)

### ***Adequacy of supply***

According to the 'low range' scenario there is, on the face of it, a sizeable surplus of employment land in the Borough (54 hectares, or about 35 hectares if all sites analysed as unattractive are de-allocated). However, if the predictions related to nuclear investment come to fruition, the picture changes significantly. In total there would remain enough land, and the 'B1' supply is adequate. However, 'general' B2/B8 supply might be taken up. Thus, possible nuclear-related demand will be a consideration in the site allocation process and a cautious approach to de-allocation may be justified. The balance between supply and demand is shown numerically in Table 3 below.

***Table 3. Employment land supply and demand (in hectares)***

	<i>Supply</i>	<i>Demand</i>	<i>Flexibility</i>
<b><i>'Low range' land requirements</i></b>			
Offices/'hi tech' (Class B1)	35.74	25.26	10.48
Industry/warehousing (B2/B8)	52.26	8.28	43.98
Total	88.00	33.54	54.46
<b><i>'High range' land requirements</i></b>			
Offices/'hi tech' (Class B1)	35.74	27.23	8.51
Industry/warehousing (B2/B8)	52.26	21.93	30.33
Total	88.00	49.16	38.84

*Source: Employment Land review Update*

*GVA for Allerdale and Copeland Borough Councils December 2011*

## 6 Going forward: the Core Strategy and beyond

Despite a strong focus on Whitehaven, it is important to maintain a geographic spread of employment opportunities, particularly in view of the rural nature of Copeland and consequent accessibility and transport realities. The ELPS (p.94) recommends ensuring that there is adequate employment space to support rural areas, and that places like Cleator Moor and Egremont, which are at risk of job losses resulting from contraction in the nuclear sector, continue to be seen as important albeit smaller-scale employment locations. At the same time, the Council recognises the national trend towards more home-based working, and will generally seek not to obstruct proposals which involve work from home, conversions, and similar localised requirements, providing they comply with other planning considerations.

Most respondents have supported this preferred approach to locating employment sites, stating that the geographical spread of land allocations should reflect the settlement hierarchy. There is also full support for encouraging home working in the Borough, because it would provide more flexible working and help boost the local economy; respondents suggested that policy should facilitate the development of live-work units and small scale employment uses in residential areas.

**Westlakes Science and Technology Park:** one special requirement that will be met outside the immediate centre (though within the wider town area) of Whitehaven is the provision of high-quality premises for Research & Development (R&D), and especially inward investment, at the Westlakes Science & Technology Park. The vision for this site is to combine higher and further education, research and production with a specific emphasis on the nuclear and energy sectors. The ELPS (p.100) stresses the importance of maintaining the site's differentiation - as a knowledge-based campus - from other locations: notably Lillyhall, which despite its 'strategic' label is in danger now of becoming a default business location for activities which could perfectly well be located in the town centres (ELPS, p.17).

Respondents have also supported the continuation of the Local Plan's use restrictions at Westlakes, so that it could continue as a flagship site for high-value business, attract inward investment, and be complementary to Lillyhall. As part of this approach it will be important to maintain high standards of design and landscaping on the site.

### The strategic focus

The core of the spatial strategy is in Core Strategy policy ST2, which sets out a clear general principle that the main focus for development should be Whitehaven, with growth also supported in Cleator Moor, Egremont and Millom.

The supporting policy ST3 identifies the specific locations whose development is fundamental to both the spatial and economic development strategies:

- Sellafield, including the land to the north identified for the power station;
- the group of sites in south and central Whitehaven;
- the three smaller town centres;



- Energy Coast Master Plan sites additional to those in Whitehaven.

Economic regeneration policy ER6 supports this approach and contains criteria for evaluating smaller scale proposals in smaller settlements, safeguarding Westlakes for the right kind of development, and the promotion of home working.

Policies ER1 to 3 relate specifically to the distinct requirements of the important energy sector, with a focus on the continuing development of Sellafield, the more open approach (subject to environmental and amenity considerations) necessary for renewable energy, and an additional focus on associated development where ST2 is more applicable.

Evidential work (particularly the ELPS) indicates that the existing supply is, in quantity and quality, likely to be able to meet foreseeable needs. It is not likely, therefore, that additional employment land will be allocated at this stage. There are, however, locations with potential for strategic scale development, which can be regarded as a reserve which could emerge if needed. These are the Marchon site in Whitehaven (see below) and Hensingham Common on the north eastern edge of Whitehaven, which could play a role supporting nuclear new build, and would offer particular potential if the Whitehaven Eastern Bypass (not currently programmed) were brought forward.

## **WHITEHAVEN AND THE HOWGATE/DISTINGTON LOCALITY**

Whitehaven is a key focus for sites fulfilling strategic regeneration priorities. They include key gateway and harbourside sites in Whitehaven town centre with the following identified as a strategic portfolio of development sites (previous Local Plan site identification numbering in brackets):

- Harbourside sites - Quay Street Car Park (WTC1), Gough's Car Park (Strand Street/Marlborough Street) and Mark House, the former Victorian public baths and the Paul Jones Pub, Strand Street (WTC2), recently given planning permission for a mixed residential and office development.
- The northern gateway sites ; the former Bus Depot and Garage, Bransty Row (WTC4) and former Bus Station and Works, Bransty Row (WTC5)
- Albion Street North and South (WTC8 and 9); now with planning permission for offices intended to house staff moved off the Sellafield site.
- Former YMCA Building, Irish Street
- Sites on the south side of the town centre; Jackson's timber yard and adjoining land, Newtown/Catherine Street (WEOS2) and West side of Preston Street (WEOS3)
- Sites at Ginns/Coach Road (WEOS4, west side and WEOS 5 & 6 on Coach Road)

Development of these sites will be guided by a new Supplementary Planning Document (SPD) which is currently in production, with a draft subject to public consultation in 2012. This will particularly relate to the important design and Conservation Area issues involved. The SPD is informed by the Conservation Area Assessment work carried out for the Council, and the Broadway Malayan "Development Framework" (2007). The Council would expect appropriate uses or mixes of use on the sites appropriate to town centre or edge-of town centre locations. These will be primarily office, retail, tourism and/or leisure uses aimed at increasing the commercial performance of the town centre and substantially increasing its employment base. Some additional housing could be incorporated in suitable mixed use developments.

Two other locations, each previously identified as an 'opportunity site' in the Local Plan, feature in the strategic sites list:

- Pow Beck Valley. Planning permission has been granted for a new stadium and associated rugby and football facilities for the town's main clubs, in association with a sports village complex, housing and limited commercial redevelopment guided by an already adopted Supplementary Planning Document.
- The Marchon site. This large site, alongside spectacular scenery on the coastal footpath route to the town centre, and close to other regeneration areas in south and south west Whitehaven, is still the subject of plans to deal with contamination from previous chemical and coaling activities. Whilst a considerable area within it should be used to contribute to and improve the appearance and accessibility of the coast, it is large enough also to accommodate a mixture of other uses, such as tourism development and offices.

In the short term Marchon may be suitable for development associated with nuclear new build, such as off-site accommodation or training facilities; other sites within Whitehaven are considered by the Council to be suitable for other associated development with 'legacy' potential, such as permanent housing and hotel accommodation. Uncertainty as to when its contamination risks will be dealt with, and its potential for a range of uses, mean that it is not included in the employment land supply.

- Hensingham Common. There is a further area of land, physically suitable for employment development though not within the Whitehaven boundary, on the former Keekle Head opencast site to the north east of the town. This is not at present likely to be attractive to the market owing to its relative inaccessibility by road, and is not currently included in the supply. However, the line of the Whitehaven Eastern Bypass runs along its southern edge. If that were completed the site would offer about 20 hectares of level land in a potentially strategic location, not far from Lillyhall and readily accessible to Sellafield. Development would require consideration of sustainability implications and a travel plan.

Regeneration and development on these sites complements the continuation of housing market renewal, via partnerships between the main Registered Social Landlord (Home Housing Group) and private developers, in south and west Whitehaven

### **Economic Opportunity and Regeneration**

The Employment Land and Premises Study has already flagged up a need to improve the quality and marketing of existing sites in the locality, notably the Whitehaven Commercial Park at Moresby Parks. It has also noted that some poorer quality sites, like Furnace Row (Distington) and Red Lonning at Whitehaven, should no longer be designated for employment in the Sites Allocations DPD. The focus instead should be on investing in the strategic sites mentioned above, and Westlakes Science and Technology Park. Although there is still a superficial surplus of employment land, the continuation of a supply for smaller and expanding local firms remains important. It should be noted that there is no evidence of demand for residential development on the Commercial park, which is in any event not in an appropriate location for housing.

Elsewhere there is a need for a flexible approach including working from home subject to normal protection of residential amenity.

Complementing this, the Core Strategy encourages, and other Local Development Documents will provide for, improvement of the retail 'offer' in Whitehaven, based on the existing shopping area but recognising the potential for appropriate edge-of-centre development and improvement along with support for remodelling of existing shops to provide units more suitable for modern retailing, without detracting from the Georgian character of the main shopping frontages. Additionally, the trend for greater tourism in the town should be consolidated, and better hotel provision would be a major step forward.

In terms of skills development and education the locality is well placed between Lillyhall and Westlakes Science and Technology Park and with the largest secondary school provision in the Borough concentrated at Red Lonning/Hensingham. In all cases there is sufficient land available for likely expansion requirements over the plan period. However it will be important to improve access to the sites especially from the more deprived wards like Sandwith and Harbour in Whitehaven and Distinguon.

### **CLEATOR MOOR LOCALITY**

It is expected that growth in the energy sector will bring opportunities for additional business development in Cleator Moor, such as further relocation of Sellafield jobs where a Sellafield site is not essential (ER1). There may be potential for renewable energy production in the locality including wind and hydro (ER2) and any National Grid connection programme will undoubtedly have some impact on local communities given available routing options which are close to Cleator Moor (ER3). Regeneration and other vacant sites in Cleator Moor could also provide opportunity for temporary accommodation relating to new nuclear power station construction workers. There will be opportunities for office and workshop/warehouse development at Leconfield Street and the Phoenix Centre and encouragement will be given to new business clusters with food processing being particularly appropriate given the wide rural hinterland. Similarly the Council will try to accommodate proposals involving working from home and rural workshops on existing sites like Frizington Road and Rowrah Station so long as no amenity problems are posed (ER6).

### **EGREMONT LOCALITY**

Growth in the energy sector could likewise bring opportunities for additional business development, including relocation off-site of Sellafield jobs not needing to be on the licensed site, as well as opportunities arising from decommissioning (ER1). There may be potential for renewable energy production in the locality including wave power (ER2) and any National Grid connection programme will again have some impact on local communities given available routing options which are close to Egremont. There is land suitable for longer term employment use which could provide opportunities for development associated with nuclear new build. The Bridge End industrial estate and its expansion land adjoining St Thomas Cross are an important part of maintaining quality employment sites locally near Sellafield, and the Beckermest Estate will still provide limited expansion potential for less neighbourly businesses (ER4).

The local labour force will be equipped for future employment opportunities, particularly in relation to opportunities arising from the decommissioning of Sellafield and future nuclear and other energy based industries (ER11). The location of West Lakes Academy (one of whose specialisms is science) in Egremont is an important element in this drive and the Council will ensure that the Academy's planning needs continue to be met.

### **MID COPELAND LOCALITY**

As a location for employment Sellafield dominates mid Copeland. The Cross Lanes site in Seascale and the Beckermeth industrial estate offer a limited amount of land which may be attractive to small firms requiring a location near to the site. Otherwise, employment development in mid Copeland, as for rural areas across the borough, will be guided by Core Strategy and development management policy for rural locations.

### **MILLOM/SOUTH COPELAND LOCALITY**

The energy sector may also offer employment opportunities to South Copeland residents. Some respondents have referred to major renewable energy potential in the Duddon Estuary, where a barrage could provide significant local employment and economic spin-offs and associated infrastructure improvements could include better transport links. However, this proposal has not demonstrated that is feasible or can co-exist with the extremely valuable natural environment of the estuary, and in view of that, inclusion in the Local Development Framework is premature.

It will be important to facilitate regeneration in Millom. The main focus for this is likely to be the town centre and existing employment areas in need of upgrading. The Employment Land and Premises Study does not suggest new land allocations and actually recommends that the Local Plan Millom Pier employment site is de-allocated. It is a fairly exposed location on the estuary; the Council feels that with careful design this could become a feature development for the town, incorporating tourism and high quality business accommodation, but there is also a case for it continuing in its present use, in accordance with the owner's wishes and recognising its continuing potential for bulk landing and/or servicing for offshore energy installations.

## 7 Conclusions

Common sense, as well as national planning policy, place upon the local planning authority two primary duties. Firstly, it must ensure that there is enough suitable land genuinely available to satisfy the needs of the local economy over the next fifteen years. Secondly, it should take care that excess land is not being hoarded for industrial development which is unlikely to happen, when it could be made available for other uses.

On the adequacy of supply, the Borough Council is satisfied that there is demonstrably enough land available, in the right kind of locations for the purposes for which sites have been identified. There is some risk that, if the full range of nuclear development possibilities happens, the supply may come under strain; but that is not likely to happen for several years and can be dealt with either by a review of site allocations, or by bringing forward land (such as that at Hensingham Common) not at present taken into account.

At present there is more than enough land to meet the level of demand that the local economy has generated in the recent past. But there is also a wide range of other possibilities to cater for. Copeland has to balance the requirements of an evolving nuclear sector, be ready to respond to what may be rapid development in that sector, and be able to offer sites attractive to other inward investors who may reduce the Borough's dependence on the nuclear sector, whilst also keeping a supply of sites for local companies needing more space.

In addition, it has been shown elsewhere (by evidence summarised in the Housing Topic paper) that the portfolio of housing land is big and varied enough to likewise meet Copeland's needs. That, and the nature of the employment land available, mean that there is little evidence of competing demand.

On this basis the Council concludes that it is entirely sensible to keep a surplus of land available to meet the needs of businesses in or coming to Copeland.

*December 2011*

# COPELAND LOCAL DEVELOPMENT FRAMEWORK

# HOUSING

Core Strategy Topic Paper 2

January 2012



## **Core strategy housing topic paper**

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## **1. Scope and purpose of the Paper**

The Council must plan for housing growth over the plan period. The sustainable approach is to allocate sites for housing development in accessible locations, to set realistic annual housing supply targets, to optimise development densities and to ensure that as much development as possible uses brownfield land.

In Copeland this is not a straightforward matter. On the one hand the population has stayed relatively stable over time; the population of the Borough slowly decreased through the 1990s but decline has levelled off in recent years. On the other, the need for homes has slowly increased, due to the common trend of households becoming smaller, combined with a general ageing of the population. Meanwhile a lot of research has been done into the prospects for growth related to the nuclear energy industry and the energy sector overall, with speculative conclusions on what, including homes, West Cumbria needs to plan for.

Although the economy and housing market have changed during the production of the Core Strategy, the basic background has remained much the same. So our knowledge about how the Borough is performing, and how it should be ready to respond to possibilities for growth, has improved, but this has not presented any surprises. Rather, it confirms that 'preferred option' policies, based on the legacy of the 2006 Local Plan and the state of knowledge at the beginning of the Core Strategy process, were along the right lines. This more recent knowledge helps us to clarify the policy approach, rather than having to change it.

The purpose of this topic paper is to summarise the policy inputs and evidence that have informed the development of the Core Strategy's approach to the provision of housing during the fifteen years of the Plan period. It thus forms a 'bridge' between the longer documents of the evidence base, which the general reader may find too detailed, and the limited background coverage that can be included in the Core Strategy itself.



## 2. The wider policy context

### National planning policy

National policy reminds local authorities that it is their duty to make sure there is enough housing land to provide for the community's needs, and that there are policies in place to make sure as much new housing as possible is affordable to households on low incomes or with special needs.

There are two more detailed aspects, on which national policy has changed since production of the Core Strategy began.

**Housing density:** national and regional targets for housing density have been done away with. However, the Council considers that it remains desirable, so that land is not wasted and settlement character is protected, to expect that most housing development will take place at upwards of 30 dwellings per hectare. Developments will be expected to achieve a significantly higher level than that in central Whitehaven, to reflect the special urban character of the Georgian core. Lower densities may be acceptable, for example in settlements or neighbourhoods which have an open character, where the dimensions of the site are not favourable to a compact layout, or where a density of 30 or higher would compromise the provision of executive housing. The case for this should be made in Design and Access statements accompanying planning applications.

**Brownfield development:** the target of at least 50% of new dwellings on 'brownfield' land, inherited from higher level strategies, was intended to focus attention on the regeneration potential of previously-developed land and buildings in the most sustainable locations, such as Whitehaven. However, the SHLAA and viability assessments indicate that a figure of 25% to 35%, dependent on market conditions, is more realistic. The policy priorities of the Core Strategy, notably the general stress on urban regeneration and the specific targets in ST2, will ensure that maximising the take up of brownfield land remains high on the agenda.

Where brown field land, particularly on larger and urban fringe sites, has acquired biodiversity value, the Council will encourage the retention of enough natural habitat to make a viable contribution to local green infrastructure in accordance with policies SS5 and ENV3.

The Local Development Framework, starting with the Core Strategy, will conform with the National Planning Policy Framework as follows.

- The Core Strategy supports increasing the housing supply (**NPPF paragraph 109**).
- The plan is based on evidence from the Strategic Housing Market Assessment and Strategic Housing Land Availability Assessment. The SHMA also guides Copeland's

approach to encouraging housing to meet local circumstances, which will be taken forward in the Site Allocations plan.

- Although viability of sites in current market conditions has to be monitored, there is a five year supply (based on the most pessimistic assessment in the Viability Assessment that there is at least a 4.5 year supply, plus development emerging on sites which that assessment regarded as ‘marginal’).
- In the longer term, there is enough land, on identified sites, to accommodate over 15 years’ demand, even without assuming unforeseen ‘windfall’.
- Provision is based on objectively assessed, and prioritised, development needs across the borough (***NPPF paragraph 110***). Although the level of rural house building will be monitored to ensure it does not reach levels that might threaten the viability of the towns, the Council is in favour of more house building and will endeavour to promote it.
- The SHMA and Core Strategy set out the general needs of the Borough, in terms of the size, type and tenure of houses needed. The Site Allocation process will go into more detail on this (***NPPF paragraph 111***).
- The approach to rural areas is that housing should be provided which meets community needs and supports the sustainability of settlements. Isolated homes in the countryside will not be supported except where there is a demonstrable need (***NPPF paragraphs 112 and 113***).

### **Regional and sub-regional strategies**

The ***North West Regional Spatial Strategy*** contained a target for Copeland of 230 dwellings per annum. RSS targets were based on inter-authority research and general agreement under the auspices of the North West Regional Assembly. They thus represent an agreed approach for Cumbria reflecting the then current (2005) household projections.

This underlying information is still broadly up-to-date, the more recent 2008 projections not having significantly altered the picture. So, notwithstanding the demise of the RSS, it remains the starting point for any assessment of how much house building should be provided for (see also the scenarios discussed in Section 4).

The Core Strategy also recognises the ***Cumbria Sub Regional Spatial Strategy***, which looks (in Copeland) for ‘major’ development to be focused on Whitehaven; ‘moderate’ development in Cleator Moor, Egremont and Millom; and ‘small scale’ development in local service centres and other locations identified in local development frameworks. The Sub Regional Spatial Strategy is closely based on the spatial framework set out in the Structure Plan, which continues to be valid in the Borough Council’s view, although the Structure Plan no longer carries force. However, as an expression of the Cumbria Community Strategy, it does not carry statutory force. The CSRSS looks for balanced and sustainable urban and

rural settlements. This should be supported by balanced housing markets using refurbishment and renewal, offering choice, quality and flexibility, and smaller scale development, with a strong affordable component, in rural areas.

### **Predicting housing land needs in an uncertain economic environment – future scenarios**

In West Cumbria, and especially in Copeland, forward planning is complicated by a considerable degree of uncertainty engendered by the evolving fortunes of the nuclear industry. This has been the focus of research carried out under the auspices of the Energy Coast Master Plan (originally West Cumbria Spatial Master Plan), an economic development strategy commissioned originally by the Urban Regeneration Company, West Lakes Renaissance, and taken forward by its successor (albeit not a URC), Britain's Energy Coast.

The Preferred Options Report discussed a range of possible house building levels derived from 'scenarios' derived from that research (*West Cumbria Spatial Master Plan Working Paper 4, 2007*). The annual figures ranged from 192 (recent build rate) to an 'aspirational' 735, which is almost three times anything achieved in the last 20 years. The Preferred Options set out three more realistic possibilities – the RSS figure (230 per year), 'RSS plus 10%' (250) and 'RSS plus 30%' (300).

There was no clear consensus in responses. There are understandable aspirations for a growth-oriented figure, but those advocating figures of up to 600 per annum do not appear to be basing that on evidence that the housing market could achieve it. Others have noted that the evidence base would need to be completed, to show what Copeland could deliver. The Council notes this view and recognises that a sound planning strategy has to be based on what is deliverable rather than what is wished for.

The house building figures arising from the 2007 scenarios were based on questionable assumptions and the scenarios are now recognised to be out of date, primarily due to a reassessment of the long term future of nuclear reprocessing and decommissioning. Then there is the additional factor of the short- and long-term employment (with resulting temporary and permanent housing needs) arising from construction and operation of the Sellafield power station.

### **Updating the scenarios**

Britain's Energy Coast has commissioned an update of the Energy Coast Master Plan (the 'Economic Blueprint'), which has been supported by research into population trends and the supply of and demand for housing and employment land. This research has additionally updated and extended the Core Strategy evidence base, whilst also generally showing that the established strategic themes remain valid.

The associated scenarios are discussed in the Evidence Base section (4) below.

### 3. The Copeland policy context

#### Legacy of the Local Plan

The Copeland Local Plan (to 2016, adopted 2006) sets down a direction which the Council believes largely remains valid. Its basic strategic focus rests on regeneration, with particular themes being: addressing perceptions of Copeland being remote and inaccessible; reversing population decline; and diversifying the economy.

In housing supply terms that means

- concentrating on the main settlements so as to facilitate their regeneration;
- finding a mix of sites to assist housing market renewal programmes whilst also offering development locations attractive to inward investors and people coming to live in the Borough;
- focusing additionally on village sustainability and rural housing affordability.

The Local Plan allocated a range of housing sites. About seventy per cent of land identified in the Local Plan is in or close to the main settlements (Whitehaven and the three smaller towns). Low take-up due to low demand exacerbated by the 'credit crunch', and the Plan period still having several years to run, mean that much of this land is still available.

At the time of Local Plan adoption the ***Housing Market Renewal Initiative*** was in force, with West Cumbria being a beneficiary. The programme has now been abandoned and resources to mitigate the impact of that, if they emerge, will be small by comparison. The impact in Copeland is seen in partly completed schemes, characterised by locations where homes have been demolished but no replacements built, in south Whitehaven and Cleator Moor.

There is some developer interest in co-operative arrangements which might enable housing development containing elements of market housing and homes to meet other local needs, and renewal remains a policy priority even though public sector resources (other than land) are no longer there. The Housing Strategy Objectives 1.1 "Facilitating the right supply of new homes", and 1.2 "Improving the quality of our places" relate to the continuing relevance of renewal priorities, and Core Strategy policy SS1 contains an explicit commitment to continue with housing market renewal schemes.

The Borough Council will work with housing developers to dovetail new housing development with the fostering of renewal, wherever appropriate. This may include the negotiation of planning obligations which achieve this, either through direct measures if justifiable, or by indirect means such as the meeting of affordable housing obligations off-site in renewal areas. This will be explored in the emerging Supplementary Planning Document, Developer Contributions for Infrastructure.

## **The Sustainable Community Strategy**

The recently reviewed Sustainable Community Strategy for Copeland (the Copeland Partnership Plan) focuses on four themes, around people, places, prosperity and partnership.

‘People’ priorities include “Enabling people to access the housing support that they need, when they need it”.

‘Place’ priorities include “Facilitating the right housing offer to support economic growth and community sustainability”.

The strategy thus indicates the recognition that housing is a matter which can operate to boost the Borough’s attractiveness for incoming investment as well as being a continuing priority to meet the needs of the existing population. It is the job of the Local Development Framework to give this a spatial dimension. The Core Strategy gives the policy framework whose intention is to enable Community Strategy aspirations to be realised. The Site Allocations plan (and other Local, Development Documents as needed) will provide for detailed implementation.

## **The Housing Strategy**

The Copeland Housing Strategy 2011-15 operates in parallel with the development plan and shares elements of the LDF evidence base; notably the Strategic Housing Market Assessment and supporting work on assessing housing need (*ref.*).

The Strategy (adopted in 2011) has three main strategic objectives:

1. facilitating the right housing offer to support economic growth and community sustainability;
2. making the best use of existing stock;
3. enabling people to access the housing and support they need, when they need it.

Whilst the achievement of the second and third of these can be facilitated by planning policy outcomes, it is the first which is most relevant to the Core Strategy. This integrates closely with Core Strategy objectives as follows:

Objective 1.1 (***Facilitating the right supply of new homes***) focuses on ensuring sufficient sites are allocated (Core Strategy policy SS2 and Site Allocation DPD, informed by the Strategic Housing Land Availability Assessment); working with developers and others to secure the right quality of homes (DM ); and identifying sites suitable for ‘high-end’ market housing in the towns and Local Service Centres (SS1 and ST2). Quality of supply is a key regeneration objective common to the Core, Housing and Sustainable Community Strategies and the Energy Coast Master Plan.

Objective 1.2 (***Improving the quality of our places***) has a range of intended quality-related outcomes, including fostering the growth of the towns, improving the image of the Borough's settlements and pursuing better community (including health) facilities. Most of these are explicitly linked to the Core Strategy and are relevant both to the strategic (ST1-4) and sustainable settlements (SS1-5) policies.

Objective 1.3 (***Ensuring sufficient affordable housing***): the shortfall identified by the Strategic Housing Market Assessment equates to an annual requirement of 168 affordable homes (61% social rented, 39% intermediate tenure). Housing Strategy-related interventions will be supported by ensuring an adequate supply of development land, particularly larger sites; use of planning obligations; and pursuit of 'rural exception' development. All of these are targeted by Core Strategy and, as appropriate, development management policies (in particular, SS3) and may be supported by positive policies towards rural conversions (DM 15-17).

Objective 1.4 (***Developing the role of the private sector***) refers to the need to secure a supply of dwellings for temporary workers in the nuclear industry, a theme picked up by Core Strategy policies ER3 and DM1.

Thus the Core Strategy is integrated with the Housing Strategy; in particular, the Borough Council is concerned to ensure that an adequate supply of sites for housing is identified, in line with strategic spatial objectives focusing on regeneration and growth in Copeland - especially its towns.

## **4. Evidence base**

### **Population/household projections**

The North West Regional Spatial Strategy set a target for Copeland of 230 dwellings per annum, based on an agreed approach for Cumbria which reflected the then current household projections. The 2008-based Household Projections (DCLG based on Office for National Statistics population data) anticipate average growth of 240 households per annum over the period 2008-2033. County Council modelling suggests a lower figure (see below); but the Council does not consider it prudent to plan on this basis, given the Borough's history of work-based in-migration and the Energy Coast strategy of energy-based growth. On the basis of past market performance, to allow for significantly more than 200 per year may appear ambitious, but represents a level of house building that is achievable if the local economy grows, and would indeed be necessary to accommodate it.

When the Preferred Options report was published, the aspirations of the Energy Coast Master Plan had resulted in a number of scenarios, producing a range of housing growth possibilities some of which were well above anything that has been achieved in the recorded past. The Council considers that it would not be feasible to allocate land to reach the full range of what was suggested. But the SHLAA demonstrates that it is feasible to find land to accommodate 300 dwellings per year over the Plan period, without needing to reassess objectives such as those relating to settlement distribution, landscape protection and the environment. However, due to the state of the market and infrastructure considerations (in particular, drainage and water supply), allowance for such growth will have to be phased into the later stages of the Plan period. This will be considered in greater detail in the Site Allocations Development Plan Document; the current assumption is that, for the foreseeable future and certainly for the first five years of the Plan period, 230 per annum is the most that it is realistic to provide for.

### **Scenarios**

The 'Spatial Implications of Britain's Energy Coast' project underpins the West Cumbria Economic Blueprint, which updates the Energy Coast Master Plan, and also informs the evidence base of the Core Strategy. The *Projections paper – Projecting Employment and Housing Change* is of central relevance to the consideration of house building land allowances in West Cumbria.

The projections derive from County Council analysis using the 'Popgroup' model, and based on assumptions using more up-to-date inputs than the 2008-based projections. There are three scenarios modelled;

- ‘zero net migration’ (that is, based on the anticipated change based on there being more deaths than births),
- a trend-based projection based on migration continuing as it had been over the last 5 years (probably pessimistic, as it covers a period of significant job loss in the nuclear industry),
- a ten year migration trend, based on a period when the economy grew and population decline halted, as well as the subsequent more difficult 5 years,
- ‘employment-constrained’ (factoring in the ‘baseline’ job forecast – that is, assuming modest job growth in Allerdale and resultant in-migration but contraction in Copeland resulting from Sellafield decommissioning),
- ‘Nuclear New Build’ (including the anticipated job impacts of power station construction and operation).

The figures are summarised as follows.

**Table 1.**

Scenario	Projected dwelling requirement	Dwelling requirement per year		
		West Cumbria	Allerdale	Copeland
Zero net migration	2837	189	75	114
5 year migration trend	3340	223	111	112
10 year migration trend	5277	352	186	166
Employment baseline	9230	615	497	118
Nuclear New Build	11046	736	516	220

The Borough Council accepts these projections as useful information assisting policy formulation for West Cumbria. However, they are not entirely accepted as a basis for policy for Copeland, for two reasons.

1. Even if we accept the pessimistic figures based on demographic figures alone, the point of the strategy for development in the Core Strategy is that it is focused on combating decline, not acquiescing in it.
2. The job-based projections are valid for West Cumbria, but when sub-divided by district they should not be relied on as a basis for working out housing land supply. This is because they assume migration out of Copeland due to job losses in the nuclear sector, and migration into Allerdale due to job growth in the services, tourism and agriculture-based sectors. They do not make allowance for Copeland residents commuting into Allerdale, which does not reflect the fact that the main employment centres in Allerdale are close to the main centres of population in Copeland. The Borough Council regards it as likely that, in the last two scenarios, a



large proportion of those losing jobs in Copeland would have sufficiently transferable skills, or retrain, to seek work in Allerdale, without having to move out of Copeland.

The Regional Spatial Strategy allocations, derived from the 2005-based household projections, set figures of 230 per year for Copeland and 267 for Allerdale. Although the RSS has diminishing force, the ratio gives some guidance on what the right share of development in West Cumbria, between the districts, might be.

Bearing that ratio in mind, and the 'other things being equal' focus of the national household projections, the Borough Council concludes that it remains sensible to provide for a 'baseline' provision of 230 per year. Additionally, it remains prudent to provide flexibility for growth by making allowance in the identified land supply for 300 per year. The lower figure - 3450 over the Plan period – represents just under 40% of the stated West Cumbria 'employment baseline' total, whilst the growth-oriented figure, at 4500 over the Plan period, is just over 40% of the 'nuclear new build' total. This does not reflect the distribution of allocations in RSS (46% in Copeland) but is close to the balance of population between the two districts.

### **Housing mix and affordability - the Strategic Housing Market Assessment**

Providing a mix of high quality housing to meet people's needs and aspirations is essential if we are to reduce outward migration and stabilise or increase the Borough's resident population. There is reduced benefit in Copeland having industries offering high rates of pay, if high income earners are not able to find housing in the Borough that suits them. At the same time it is recognised that low income households in the district have difficulty finding housing they can afford, and this also needs to be addressed.

The SHMA highlights that there is a general lack of choice within the current stock, with particular need for family homes and for housing to accommodate the ageing population.

In terms of dwelling types, the SHMA (*paragraph 4.25, table 4.4*) indicates unsatisfied demand for:

- larger (especially four bedroom) houses in the north of the Borough;
- smaller (one or two bedroom) homes in mid and south Copeland;
- detached houses across the Borough;
- bungalows in Whitehaven and Egremont.

It also notes that housing is less affordable now compared to 2006 and that there is a need for a greater supply of good quality medium-density housing, as well as modern 'executive' housing. It suggests that this lack of affordable and executive housing may be a barrier to

sustainability and investment in the Borough. The latter is also a concern expressed in the Energy Coast Master Plan and acknowledged by the Core Strategy.

The conclusion is that the Borough should be attempting to secure from new development a supply which is 82% houses, 15% bungalows and 2% flats, though of course it is recognised that securing this will depend on developer appreciation of market potential (*SHMA final report, pp. 62-63*). These considerations will inform policy in the more detailed setting out of site characteristics in the Site Allocations plan.

### ***Affordable Housing***

With a lowest quartile house price to income ratio 4.0 (CLG 2009 statistics), the SHMA notes that Copeland is, on the face of it, a district with good housing affordability. But this 'headline' figure masks two exacerbating factors. The first is that in rural areas, especially in mid-Copeland, average house prices are two or three times the Copeland norm. However, they are not so expensive compared to prices in high value areas elsewhere in the country, which has made it relatively easy for in-migrants, including those seeking holiday or retirement homes, to out-compete local people and push prices up. Secondly, Copeland's relatively high average income masks the disparity between high salaries in nuclear-related occupations and low incomes in other sectors (such as agriculture and tourism), along with the high incidence of worklessness in the Borough. This means that a large majority of those in need cannot aspire to buy even at the low prices in most of northern Copeland, and are looking for social renting (market rents also being quite high due to demand from Sellafield contract workers) or shared equity.

The SHMA indicates a need for 168 affordable dwellings per annum (*Technical Appendix D*). (This includes 15 per annum in the National Park, compared to proposed house building of 6 per annum in that part of it; but those needs might be met in nearby settlements in the Copeland LDF area.) Assuming that the market is unlikely to provide enough dwellings for that need to be met via planning obligations, the SHMA recommends that a quota of 15-25% be sought, subject to development viability and local market variation across the Borough. The evidence indicates that a split of 60% for rent, 40% equity share would be appropriate. It is proposed to adopt targets reflecting these characteristics, which will be set out in more detail in the Site Allocations plan or a further Local Development Document.

The mix identified as appropriate in the affordable segment of provision suggests a different mix from the overall mix referred to above, with a higher proportion of flats – 10.4%, compared to 64.1% houses and 14.2% bungalows. The overwhelming demand is for smaller (one or two bed) units – 83.9%, of which roughly a quarter would be for older people, and only 16% for three bedrooms or more (*SHMA final report p. 65*).

### ***Affordable housing and development viability***

The viability study by GVA (page 24) suggests that a share of 20% 'affordable', with a 60/40 social/intermediate split, will be affordable in 'high value' areas, which covers most of the areas near the National Park. It may also be achievable in around half of the 'moderate' areas, if there is improvement in market conditions. This assessment assumes a threshold development size of 15 units.

Thus it will be difficult to achieve meaningful levels of developer-subsidised affordable house building in precisely those parts of the Borough where sustainable house building should be concentrated – the three smaller towns are all classed as being 'low' market attractiveness, as are four of the seven Whitehaven wards with the others being 'moderate'.

In these circumstances the Borough Council does not consider it feasible to set a detailed target in the Core Strategy for planning-secured affordable housing provision. The approach at present is to seek up to 25%, and recognising that development viability is a major concern particularly in areas of lower market attractiveness. The Core Strategy therefore sets out guidelines. These will be looked at in more detail in the site allocation process, using the viability methodology developed by GVA, and with more certainty about housing market conditions as the market emerges from, or adapts to, the recent recession.

### ***Gypsies and Travellers***

The Cumbria Gypsy and Traveller Accommodation Assessment (2010) identified a need for one residential pitch within Copeland. That figure is essentially notional, as there is no consistent demand for pitches. It is consistent with the partial review of the Regional Spatial Strategy (inspecting Panel report into the published draft, not published due to Government abandonment of RSS, though its evidence base remains valid). Here it was suggested that there was no need for residential pitches in the Borough, though there was a case for creating five transit pitches for Gypsies and Travellers within the next ten years.

However, the figures for the RSS are given in multiples of five and as a result the Cumbrian councils have commissioned further work to determine specific local needs of Gypsies and Travellers together with mechanisms to provide sites to meet any needs that are identified. In this way the Council will continue to work with the neighbouring authorities to meet any need for sites and to provide greater choice. Given the uncertainty as to whether and demand can be identified, it is not considered appropriate to make provision for a site; the criteria-based policy DM20 provides adequate guidance should this identified need be reflected in actual demand for a site in Copeland.

## SHLAA and viability work

The Strategic Housing Land Availability Assessment (at Stage 2A, 2010) identified sites capable of providing a total of 6944 dwellings. After analysis based on assessing the development viability of a sample of sites, it was concluded that the 'viable' capacity was 3589, with a further 1557 in the 'marginal/viable' category. On this basis the adequacy of supply can be summarised against a range of scenarios, including the lowest and highest, as follows.

**Table 2.**

	Annual requirement	15 year requirement	Adequate 15 yr. supply using	
			'Viable' sites (3589)	'viable' plus 'marginal/viable' (5146)
'Employment baseline'	118	1770	✓	✓
'Ten year migration'	166	2490	✓	✓
Preferred figure	230	3450	✓	✓
With growth allowance	300	4500		✓

On this basis the land available provides a good level of supply for the whole plan period, taking into account the following.

1. Sites classed as 'viable' are able to fulfil the requirements specified in national guidance to be counted as being available within 5 years.
2. The figures understate availability as they are based on a generic assessment not taking into account local factors. An illustration of this is provided by the development now under way on the Marchon car parks site (50 dwellings on site, with master planned extension not yet given planning permission, a further 700 dwellings), which is classed in the SHLAA as 'marginal' and not included in the above figure.

### **Viability Assessment Update 2011**

The research carried out by GVA goes into much more detail and tests the supply against a range of potential requirements – affordable quota up to 50% with thresholds up to 15 dwellings, Code for Sustainable Homes up to Code 6, and s.106 contributions up to 5% of development value.

Under current market conditions the conclusion is that only 2% of sites in moderate value market areas, and 23% in high value areas, (total 10.6% of the supply in terms of dwelling numbers) are viable, representing 6 years supply. This falls to 4 years if a 20% affordable requirement is added. Development in low value areas only becomes viable if the market recovers with an uplift of 20% on current prices. However, with a 10% rise in prices, most developments in 'moderate' market areas would become viable, dependent on the level of affordable housing demanded.

'Low value' areas include Cleator Moor, Distington, Lowca, Millom, Parton and four of the Whitehaven wards. However, it should be noted that the development referred to above is in a 'low value' ward.

The Borough Council does not consider, and nor does the assessment recommend, that approach of the Core Strategy should be altered. The whole identified supply has been assessed, and there is no evidence to suggest an untapped reserve of viable sites waiting to substitute those in the SHLAA. The approach will be to monitor the situation carefully, and take a cautious, prioritised approach to negotiating planning gains from development.

The detail will be considered in the Site Allocation DPD and the Developer Contributions SPD. It is likely that

1. there will be a tiered approach, with planning gains sought in the locations where development is most able to support them;
2. the provision of affordable housing will be the main priority;
3. the Council will adapt its approach to negotiation based on viability evidence, and assessments of market conditions published in Annual Monitoring Reports.

### ***Infrastructure constraints***

The Strategy for Infrastructure (published as a supporting document to the Core Strategy) contains an appraisal of the implications of the identified 'infrastructure deficit' for implementation of the strategy.

In particular it identifies:

- shortcomings of road and rail capacity;
- gaps in provision of community facilities, particularly sports and leisure;
- concerns regarding future drainage capacity and water supply in some areas.

In general the strategy is not jeopardised by these. Nuclear new build and the prospect of a new Mox fuel processing plant at Sellafield will place strains on the road network and rail line, but it is anticipated that the budget for these projects will encompass measures to increase capacity. As far as housing is concerned, the need for new or improved waste water treatment facilities will influence the phasing of site release, which will be addressed in the Site Allocations DPD.

## **The influence of nuclear new build**

At present it is anticipated that the construction period for the proposed power station at Sellafield will be from 2017 to 2027.

During that period housing will be needed for members of the workforce not commuting or staying in lodgings or bed and breakfast accommodation. There are likely to be four elements to this:

- permanent housing for workers on relatively long term contracts who might move into the area;
- longer term temporary 'campus' accommodation for several years when construction work is at its most intense, in the earlier years 'civils' building workers and then later more engineering-related trades;
- short term caravan or similar accommodation for a short time when the workforce is at its peak;
- permanent housing for the power station operational workforce, demand for which will be mostly in the later stages of the construction period.

Numbers, apart from the operational workforce which is expected to be in the order of 800-900, will remain uncertain until planning reaches the stage of being able to identify how many staff will be absorbed by the local labour supply and how many temporary residents will be absorbed by existing local accommodation.

The Borough Council does not consider that the Core Strategy needs to provide explicitly for this demand, for the following reasons.

1. Demand for permanent housing might put a strain on the 'baseline' projected demand of 230 dwellings per annum, but will be absorbed within the 'aspirational' provision of 300 per annum.
2. Whilst demand might be accelerated, analysis (in the SHLAA) of the supply shows that there is enough land developable in the short term for the supply to be able to respond. (There is already evidence of developer interest in sites whose product will come on stream at the right time.)
3. Demand for temporary sites will be looked at during the Development Consent Order process and its attendant consultation and negotiations. The Council will submit that this should be regulated by policy ER3 In combination with policy ST2. There are sites, not currently identified as housing land, which would be big enough to do this without detracting from the general housing land supply.

## **5. Directions picked up from public consultation.**

### **Conformity with national policy**

Concerns have been expressed, primarily from the development industry, as follows.

***“The brownfield target is unrealistic”.*** The Council recognises that there is now no ‘top down’ target (set at 50% by the Regional Spatial Strategy). This will be dealt with in more detail in the site allocation process and it is not expected that it will be possible for half of all allocated land to be brownfield. However, the Council regards maximising the use of brownfield land as a desirable objective and, if major sites such as Marchon (not currently proposed to be allocated for a specific use due to site constraints, but with potential for housing as part of a mixed development) come forward, they would make a big difference. Therefore the fifty per cent target is retained as a target in the true sense of the word; that is, as something to aim for, rather than a fixed requirement. The policy thus now makes it clear that fifty per cent will be something the Council will seek to achieve, not a minimum.

***“The national thirty dwellings per hectare target has been abolished”.*** The Council of course accepts this, but, in the interests of achieving efficient use of land in Copeland, wishes to retain 30 dph plus as the general standard in the Borough. However, the policy now makes it clear that lower densities may be appropriate in particular circumstances. It is expected that these might cover sites in small settlements where higher densities would be out of place (though of course some Cumbrian villages do have a dense character); locations where the shape of the site or its topography militate against a dense layout; and developments where ‘executive’ housing is appropriate. At the same time, higher density will be expected in central Whitehaven, to preserve the characteristic form of the Georgian town and its immediate surroundings.

### **The overall house building target (and accommodating growth)**

Government and regional bodies have pointed out that the housing targets in the Preferred Options were variable and not adequately justified. The final Core Strategy, for submission, is supported by a completed Strategic Housing Land Availability Assessment, up-to-date household projections, and a viability assessment.

There are still two targets, but the justification for this is clearly set out and it has been demonstrated that the land supply is capable of accommodating the higher target. If the growth scenarios are not fulfilled, no adverse consequences have been identified from having more land than would then be needed.

The viability scenarios are problematic, but represent nothing new. It is normal in Copeland that development yields less, and may be less profitable, than in higher value areas. In these circumstances all the local planning authority can do is ensure that enough land is

available to meet forecast need, and work to create conditions favourable for development. It can also be noted that local and sub-regional developers often find value in places not regarded as attractive by volume house builders and other nationally-focused developers.

The viability issue will influence the Council's approach to securing developer contributions, affordable dwelling quotas and other impositions such as the Code for Sustainable Homes. (It is particularly the Code that has raised developer concerns in consultation; developers are used to catering for affordable homes and infrastructure contributions, and policy ST4 has attracted little concern from that quarter.)

Negotiations guided by policy ST4 and the developer contributions strategy will be informed by an accurate model derived from the viability assessment.

### **Distribution across borough**

The concerns expressed fall into three categories (which may be inter-linked).

***The proportion of development sought in the towns*** (50% in Whitehaven, 80% altogether). It has been suggested that this is too high, or unachievable. The Council's view is that the target reflects a need to rebalance the pattern of development in support of urban concentration, which is the most sustainable pattern, and has been undermined by too great a share of development happening in rural areas. The site allocation process will reflect this. The SHLAA shows that the land supply can achieve this – there is in fact very little identified development land in most of the rural area, but a lot of land with development potential in and around Whitehaven, and adjacent to Egremont.

***"There should be more development in Cleator Moor"***. The Council acknowledges and supports the desire for growth in Cleator Moor. However, at present the challenge will be to attract any development there, given the quality of land available. The figures for each town are not limits; the Council will put forward Cleator Moor as a candidate for nuclear new build-related development, and use this to boost the attractiveness of the town. At present, though, it is not considered feasible to increase the Core Strategy target.

***"More house building should be allowed in rural areas, because that is where people want to live, or to support village sustainability."*** The Council does not accept these arguments. Sustainable development is best served by nurturing the towns, where most services are concentrated and where they are most accessible to the greatest number of people. It is important to make the towns more attractive places to live – indeed, the Borough is unlikely to prosper unless this is so, however attractive its countryside and villages. This cannot be done unless more homes are built in the towns and unrestricted rural house building will undermine that. The strategy will support rural sustainability by supporting the provision of more homes affordable to local people, and the level of house building proposed should be sufficient to move in that direction. High levels of rural house building in the last two decades were in fact accompanied by declining levels of affordability.



## 6. Conclusions

The Core Strategy's approach, as it has developed during its production, has been based on the following principles

- Housing development, and thus the availability of land for it, should be distributed in accordance with the basic strategy set out in Core Strategy policy ST2. That is, about half should be in Whitehaven, and about 10% in each of the other towns. House building elsewhere should be focused on maintaining the viability of local service centres and meeting local needs in rural communities.
- Enough provision should be made to meet what is forecast in the Office for National Statistics household projections – that is, a 'status quo' assumption, not falling back on more pessimistic predictions based on continuing job decline.
- The supply should also be capable, at a realistic level, of responding to growth which may happen, led by anticipated developments in the nuclear industry.

The evidence base has been under development during the Core Strategy production process. However, the completed evidence documents (Strategic Housing Land Availability Assessment and Strategic Housing Market Assessment) confirm that the approach adopted remains valid under the current state of affairs, for the following reasons.

(1) It demonstrates that the Borough can provide enough homes to meet the demand projected by the 'baseline' scenarios produced in the West Cumbria Economic Blueprint work, as well as the Office for National Statistics household projections.

(2) Meeting the demand which might arise from economic growth would be more challenging at current house price levels. However, it can be expected that economic growth would be matched by 'uplift' in the housing market, in which case a sufficient number of currently marginal sites should become commercially attractive as well as being physically available.

(3) The need within the community for affordable homes will be addressed in line with assessments of what is achievable, provided by the specialists who have advised the Council, and paying attention to the viability of housing development. Ultimately, the meeting of these needs is heavily dependent on social housing for rent, and this has to be pursued outside the planning system, supported by the evidence supporting, and policies of, the Housing Strategy.

This approach is consistent with the strategic background established by the Energy Coast Master Plan and the West Cumbria Economic Blueprint, and backed by Cumbria County and Allerdale Borough Councils, as well as other key strategic partners.

